

# *Island County Comprehensive Plan*

## **10. Capital Facilities Element**



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# CAPITAL FACILITIES PLAN ELEMENT

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## **INTRODUCTION**

This Capital Facilities Plan (CFP) is one of the six mandatory elements of the Island County Comprehensive Plan as required by the Washington State Growth Management Act (GMA). The planning requirements of the Growth Management Act bring a new era of land use planning to Washington State. Added complexity results from the introduction and application of new concepts such as “Level of Service” (LOS) and “Concurrency” that are used in this CFP. Island County has chosen to employ these concepts in order to fulfill various stated goals of the GMA, but these concepts are narrowly applied and should be narrowly construed by the reader. The reader will find that the application of “concurrency” is limited to those elements of the transportation system specifically mandated by GMA. Other LOS goals stated in the CFP are essentially a measure of capacity intended to assist the County in determining future public facility needs and in some cases determining the adequacy of existing public facilities during the land subdivision process or building permit process. The achievement of these goals for certain public facilities should not be considered as mandates that will limit development approval. Much will be learned about the usefulness of these concepts as GMA Comprehensive Plans are implemented. This document is written to provide a long-lasting and flexible framework for capital facilities planning in Island County.

Capital facilities generally have very long useful lives, significant costs, and are not mobile. The definition of “capital improvement” is given in CFP Objective 1. The CFP Element of the Comprehensive Plan includes six sections together with the Capital Improvement Program:

1. **Introduction** - Purpose of the CFP, statutory requirements, methodology
2. **State Goals** - Quote of the GMA goals relating to capital facilities
3. **State Mandates** - Relevant State law guiding the CFP
4. **County Mandates** - County-Wide Planning Policies
5. **Objectives, Principles and Standards** - Statements of requirements, level of service standards, guidelines, criteria, and tools that are used to develop and implement the CFP
6. **Schedule** - Annual review and update of the Capital Facilities Plan and the Capital Improvement Program

The annually updated Capital Improvement Program (CIP), which contains the Schedule of Capital Expenditures, forms the basis of the annual capital improvement budget. The CIP includes a financing plan, a list of non-capital alternatives for achieving or maintaining Levels of Service (presents alternatives other than “brick and mortar” capital projects), an inventory of County owned and operated facilities, and a reconciliation of project capacity to level of service standards. The following appendices are also included:

- A. An Inventory of Existing Non-county “Public Facilities” per definition 1.1.2.

1           B.    Revenue Sources for Capital Facilities

2           C.    Maps depicting existing and proposed Public Facilities

3   The CIP contains the six-year plan for financing capital improvements that supports the  
4   County's current and future population and economy. The capital improvements are reasonably  
5   funded (i.e., not a "wish list"). The CIP also includes the projected needs for capital facilities for  
6   the next 22 years. One of the principal criteria for identifying needed capital improvements is  
7   standards for levels of service (LOS). The CFP contains LOS standards for an array of public  
8   facilities and requires that for certain specified public facilities, new development be served by  
9   adequate facilities. The CFP also contains objectives, principles, and standards that guide and  
10   implement the provision of concurrent and adequate public facilities. The purpose of the CFP is  
11   to use sound fiscal policies to provide adequate public facilities consistent with the  
12   Comprehensive Land Use Plan in order to achieve and maintain adopted standards for levels of  
13   service and to exceed the adopted standards, when possible.

14           **Why Plan for Capital Facilities?**

15   There are at least three reasons to plan for capital facilities: 1) growth management, 2) good  
16   management, and 3) eligibility for grants and loans.

17           **Growth Management**

18   A CFP is required by the Growth Management Act (GMA). The CFP is one of six required  
19   elements of the local government's comprehensive plan:

- 20           1. Land Use
- 21           2. Housing
- 22           3. Transportation
- 23           4. Utilities
- 24           5. Rural
- 25           6. Capital Facilities Plan

26   Capital facilities plans are required in a comprehensive plan to:

- 27           1.    Provide capital facilities for land development that is envisioned or authorized by  
28               the land use element of the comprehensive plan.
- 29           2.    Maintain the quality of life for existing and future development by establishing  
30               and maintaining standards for the level of service of capital facilities.
- 31           3.    Coordinate and provide consistency among the many plans for capital  
32               improvements, including:
  - 33                   •Other elements of the comprehensive plan (i.e., transportation and utilities  
34                   elements);

- Master plans and other studies of the local government;
- The plans for capital facilities of state and regional significance;
- The plans of other adjacent local governments; and
- The plans of special districts.

4. Insure the timely provision of adequate facilities as required in the GMA.

5. Establish all capital projects and their financing (including projects to be financed by impact fees and real estate excise taxes that are authorized by GMA).

Because the CFP is an open public process, development of the CFP enables citizen participation in decision making and ensures accountability of public funds. Also participation in the capital planning process helps the community understand why a given project may be given priority over others and what the funding limitations are both in terms of amount and their lawful use. When seen in the context of a comprehensive planning and budgetary framework, the immediate implementation of a certain project and the postponement of another is more readily accepted.

The CFP is the element that makes the rest of the comprehensive plan real. By establishing levels of service as the basis for providing capital facilities, for achieving concurrency for specified facilities, and for ensuring the adequacy of public facilities during the division of land and building permit processes, the CFP helps maintain the quality of life in the community. The requirement to fully finance the CFP (or else revise the land use plan) provides a reality check on the vision set forth in the comprehensive plan. The capacity of certain capital facilities, i.e. urban governmental facilities that are provided in the CFP of the urban government, affects the size and configuration of an urban growth area.

## Good Management

Planning for major capital facilities and their costs requires Island County to:

- Demonstrate the need for facilities and the need for revenues to pay for them;
- Estimate eventual operation and maintenance costs of new capital facilities that will impact the annual budget;
- Take advantage of sources of revenue that require a CFP in order to qualify for the revenue; and
- Get better ratings on bond issues when the County borrows money for capital facilities (thus reducing interest rates and the cost of borrowing money).

## Eligibility for Grants and Loans

The State of Washington Department of Community, Trade and Economic Development's Public Works Trust Fund requires that local governments have a CFP in order to be eligible for loans. Some other grants and loans have similar requirements or give preference to governments that have a CFP.



As an example, although the County does not currently act as a provider of water service, the County has taken steps towards facilitating system improvements for existing and future water purveyors. In 1985, the County was designated by the Board of County Commissioners as a Critical Water Supply Service Area, pursuant to RCW 70.16. In 1986, the County became the State's first County-wide Ground Water Management Area by declaration of the Department of Ecology. These designations led to:

- the 1990 adoption of the Coordinated Water System Plan (CWSP)
- the 1991 adoption of the Ground Water Management Program (GWMP)

Recognizing the problems of small water system management and the water quality issue presented by sea water intrusion, these documents were intended to facilitate the County's protection of limited ground water resources while helping water purveyors meet water quality guidelines and codified service standards. As an example, the CWSP recommends construction of regional storage facilities and system interties (refer to CWSP) to enable purveyors to provide complete and reliable service. Such facilities may also contribute to alleviating water quality problems, such as seawater intrusion, by reducing stress on overtaxed aquifers. Island County Public Works can facilitate development of these types of facilities by possibly participating in State Revolving Fund Programs and passing down low interest loans to purveyors or by acting as a Lead Agency for acquiring Centennial Clean Water Fund/U. S. Interior Department grants and loans.

## **Statutory Requirements for Capital Facilities Plans**

The GMA requires the CFP to identify public facilities that will be required during the six years following adoption of the new plan (1999 through 2004). The CFP must include the location and cost of the facilities and the sources of revenue that will be used to fund the facilities. The CFP must be financially feasible; in other words, dependable revenue sources must equal or exceed anticipated costs. If the costs exceed the revenue, the County must reduce its level of service, reduce costs, or modify the land use element to bring development into balance with available or affordable facilities.

Other requirements of the GMA mandate forecasts of the long range future needs for capital facilities and the use of standards for levels of service of facility capacity as the basis for public facilities contained in the CFP [see RCW 36.70A.020(12)]. For this reason the planning period of the CFP extends to the year 2020. As a result, public facilities in the CFP must be based on quantifiable, objective measures of capacity, such as traffic volume capacity per mile of road or acres of park per capita.

One of the goals of the GMA is to ensure that those capital facilities necessary to support development be adequate to serve the development at the time development is available for occupancy. This concept is known as concurrency. In Island County, concurrency is narrowly applied to specific public facilities and requires:

- 1) facilities serving the development to be in place at the time of development (or, for some types of facilities, that a financial commitment is made to provide the facilities within a specified period of time), and
- 2) such facilities to have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in the CFP. The GMA and Island County require concurrency for transportation facilities. In implementing ordinances, the county should consider setting specific development permit threshold levels depending upon the classification and ownership of the transportation facility.

Concurrency management procedures will be developed as necessary to ensure that sufficient public facility capacity is available for each proposed development.

The GMA also requires all other public facilities to be “adequate” (see RCW 19.27.097, 36.70A.020, 36.70A.030, and 58.17.060 and 110). A check for adequacy is made in association with the approval of regulated divisions of land and for building permits.

After the CFP is completed and adopted as part of the comprehensive plan, the County must adopt development regulations to implement the plan. The development regulations will provide detailed regulations and procedures for implementing the requirements of the plan.

Each year the CIP must be updated. The annual update must be completed before the County’s budget is adopted in order to incorporate the capital improvements from the updated CIP in the County’s annual budget. Counties shall perform their activities and make budget decisions in conformity with their comprehensive plan (see RCW 36.70A.120).

Also in accordance with RCW 36.70, The Planning Enabling Act, “ each governmental body whose jurisdiction lies within the county, except incorporated cities and towns, whose functions include preparing and recommending plans for, or constructing major public works, shall submit to the respective planning agency a list of the proposed public works being recommended for initiation or construction during the ensuing year”. (RCW 36.70.520)

The planning agency is required to prepare and submit a report to the Board through the Planning Director on “how each project relates to all other proposed projects on the list and to all features of the comprehensive plan both as to location and timing”. (RCW 36.70.530)

Although the statutory mandate for Capital Facilities Planning originated with the adoption of GMA, the review of public works projects for consistency with the comprehensive plan originated in the Planning Enabling Act. (RCW 36.70.540)

## **Level of Service Method for Analyzing Capital Facilities**

### **Explanation of Levels of Service**

Levels of service are usually quantifiable measures of the capacity of public facilities. Levels of service may also measure the quality of some public facilities. Levels of service should be set to reflect realistic expectations consistent with the achievement of growth aims. Setting such levels too high could, under some regulatory strategies, (i.e. the concurrency requirement), result in no growth. As a deliberate policy, this would be contrary to the Growth Management Act. Levels of service standards are valuable planning and budgetary tools even if “concurrency” is not required for specified facilities. “Level of Service” means an established minimum capacity for public facilities or services that is planned to be provided per unit demand or other appropriate measure of need and is used as a gauge for measuring the quality of service. Three additional definitions that are important to this planning effort are:

- “Public Facilities” - include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. (RCW 36.70A.030)
- “Public Services” - include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services. (RCW 36.70A.030)
- “Rural governmental services” or “rural services” include those public services and public facilities historically and typically delivered at an intensity usually found in rural areas, and may include domestic water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas. Rural services do not include storm or sanitary sewers, except as otherwise authorized by RCW 36.70A.110(4). In general, cities are the units of local government most appropriate to provide urban governmental services. In general, it is not appropriate that urban governmental services be extended to or expanded in rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development.

In addition to rural governmental services it is important to note that RCW 36.70A.070(5) does provide for limited areas of more intensive rural development. The rural element may allow for limited areas of more intensive rural development, including necessary public facilities and public services to serve the limited area as follows: rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments. The County will be required to assess the need for expanded public facilities and public services, i.e. beyond rural governmental services, in conjunction with the designation of such areas.

### **Setting the Standards for Levels of Service**

1 Because the need for capital facilities is largely determined by the adopted levels of service, the  
2 primary factor of the CFP is the selection of the level of service standards. Level of service  
3 standards should be based on the community's vision of its future and its values. Currently the  
4 Skagit-Island Regional Transportation Planning Organization (SIRTPO) is responsible to  
5 establish level of service standards for all state highways and state ferry routes not considered of  
state-wide significance. These regionally-established level of service standards for state  
highways and ferries are to be developed jointly with the Department of Transportation to  
encourage consistency across jurisdictions. Island County, Oak Harbor, Langley, and  
Coupeville have established level of service standards for their arterial roadway systems and  
intersections and transit routes.

6 In the 1998 Legislative Session SHB 1487 was approved and requires that the State identify  
7 transportation facilities of state-wide significance and establish level of service standards for  
8 those facilities in 1999. RCW 36.70A.070 (6) (a) (iii) (C) was also amended by SHB1487 to  
9 state in part "The concurrency requirements of (b) of this subsection do not apply to  
10 transportation facilities and services of state-wide significance **except** for counties consisting of  
islands whose only connection to the mainland are state highways or ferry routes. In these island  
counties, state highways and ferry route capacity must be a factor in meeting the concurrency  
requirements in (b) of this subsection

11 The standards for levels of service are adopted in CFP 1.3 of the Objectives, Principles and  
12 Standards section. The adopted standards 1) determine the need for capital improvements  
13 projects (see CFP 1.4 of the Objectives, Principles and Standards section and the Capital  
14 Improvement Program section), and 2) are the benchmark when required for testing the  
adequacy of public facilities for each proposed development pursuant to the "concurrency"  
requirement (see CFP 3.3). The adopted standards can be amended, if necessary, once each year  
as part of the annual amendment of the Comprehensive Plan.

## 15 **Maintain Current Level of Service**

16 The CFP will enable Island County to accommodate 15.0 % (10,781 people) growth during the  
17 planning period:  
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Facility	LOS Units	1994 LOS	CFP LOS
Community Parks	acres/1,000 population	2.90	3.5
District Courts	Courtrooms/1,000 population	.015	.015
Domestic Water	gallons/household/day	400 <sup>(1)</sup>	400 <sup>(1)</sup>
Ferry	Refer to Transportation Plan		
Fire Protection	WSRB <sup>(2)</sup>	8	8
Law Enforcement	sq. feet/1,000 population	120	120
Juvenile Detention	arrest/sentencing trend for	NCA <sup>(3)</sup>	NCA <sup>(3)</sup>
	juvenile population		
Morgue	autopsies/year	NCA <sup>(3)</sup>	NCA <sup>(3)</sup>
Roads - County			
Urban			
1. Road (County Urban Transit Routes & Urban Arterials)		LOS D <sup>(4)</sup>	LOS D <sup>(4)</sup>
2. Intersection - County		LOS D <sup>(4)</sup>	LOS D <sup>(4)</sup>
Rural			
1. Road (County Rural Transit Routes & Rural Arterials)		LOS C <sup>(4)</sup>	LOS C <sup>(4)</sup>
2. Intersection - County		LOS C <sup>(4)</sup>	LOS C <sup>(4)</sup>
Exceptions:			
1. Ault		LOS E	LOS E
Field Road			
2. Goldie		LOS E	LOS E
Road			
3. E.		LOS E	LOS E
Camano Dr. north			
of Camano Hill Rd.			
Public School Sites		WAC 180-26-020	WAC 180-26-020
State Transportation Facilities			
1. Regional Facilities		N/A	As adopted by SIRTPO
2. State-Wide Facilities		N/A	As adopted by WSDOT/Legislature
Septage	gallons/residence/year	80	80
Sewage	gallons/resident/day	<sup>(5)</sup>	<sup>(5)</sup>
Solid Waste	processing pounds/capita/day	5.8	5.8
Superior Courts	Courtrooms/1,000 population	.029	.029
Transit	Refer to Transportation Plan		

(1) Refer to DOH/IC statutes and codes for proof of water availability requirements.

(2) WSRB - Washington Surveying and Rating Bureau

(3) NCA - Noncapital alternatives have been selected to satisfy service and facility requirements.

(4) See Transportation Element for detail on LOS for arterial roads and/or their intersections, transit, ferry, and exceptions to LOS for certain specified arterial roads and/or their intersections. Level of Service standards for state transportation facilities are set by the Skagit-Island County Regional Transportation Planning Organization in cooperation with WSDOT for state facilities that in the future will have been determined to not be of state-wide significance. Those of state-wide significance will be established by WSDOT.

(5) Refer to DOE/ICC for on-site (land-based) sewage treatment system standards..

## Increased Level of Service

The CFP will increase the level of service for the following facilities:

Facility	LOS Units	1994 LOS	CFP LOS
Trails	miles/1,000 population	0.00	0.50
Parks	acres/1,000 population	2.90	3.50
Surface Water - Rural Areas of More Intense Developments	storm recurrence	10/25 years	25 year with detention facilities designed for 25-year storms
Surface Water - Habitat	Goal statement	Regulatory	Restore in-stream flows, reduce peaks, maintain clear fish passage
Surface Water - Quality	Goal statement	Regulatory	Federal/state water quality standards for receiving waters
Government Buildings	sq.Feet/1,000 population	740	1000

## Decreased Level of Service

The level of service for the following facilities will be reduced as a result of the CFP:

Facility	LOS Units	1994 LOS	CFP LOS
Correction & Detention	beds/1,000 population	0.85	0.50

## **Growth Assumption**

This CFP is based on the following population data:

YEAR	INCORPORATED	UNINCORPORATED	TOTAL
1990	19,000	41,200	60,200
1994	21,930	46,270	68,200
1996	22,500	52,400	74,900
2000	24,200	57,300	81,500
2010	29,400	69,300	98,700
2020	35,400	83,400	118,800

<b>Proportionate Share of Population by Area</b>				
Region	1990	2000	2010	2020
North Whidbey	56.8%	51.5%	49.6%	48.5%
Central Whidbey	13.3%	12.6%	12.2%	11.8%
South Whidbey	16.6%	18.7%	20%	21.8%
Camano Island	13.3%	17.2%	18.2%	17.9%

Island County is a rapidly growing, non-metropolitan county in the Puget Sound region. The north end of the Puget Sound region is part of the Western Washington growth corridor. The population of North Puget Sound is “older” than the state averages because much of the population is rural and rural populations tend to be older. It is important to be aware of the demographic changes occurring in the County and within sub-regions of the County. Changes in the makeup of the population will increase the need for certain types of facilities and services and may reduce the need for others. In this era of tight budgets, careful planning for all of the County’s population is essential. Knowledge of the demographics of the County’s population and how it is changing is one important element of such planning.

Two-thirds of Island County’s growth came from immigration, compared with less than half for the state as a whole. Most of the growth in the County has occurred outside of its incorporated communities. In 1970 and 1980, 61.4% and 68.1% respectively, of the population lived in rural areas. In 1990, the percentage was 67.7% while the percentage of rural residents in Washington State was 48.1%. It is very likely that such a trend will continue in the County.

In addition to full-time residents the County has a significant influx of holiday and seasonal residents. While the year 2010 full-time population is estimated at 98,700, another 11,400 (4,384 households) are part-time residents who place demands on the County’s capital facilities and services. Additional demands on capital facilities are associated with the tourist economy of the County. Certain public facilities should be planned to reasonably accommodate these population influxes, e.g. Solid Waste.

Potential closure of Naval Air Station Whidbey Island, base downsizing, and mission changes have increased the complexity of population forecasting. The population forecasts must be updated on an annual basis to reflect the most recent information on base mission and base personnel levels.

## **STATE GOALS for Public Facilities & Services**

A goal is to ensure that those public facilities and services necessary to support development shall be “adequate” to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. While GMA goals are to be addressed in the development of the comprehensive plan, they are not **specifically mandated** by GMA. Goal 12 has often been described as the concurrency goal. Concurrency is defined in the procedural criteria established by the then Department of Community Development in WAC 365-195-070(3) as “the situation in which adequate facilities are available when the impacts of development occur, or within a specified time thereafter.” The phrase “adequate public facilities” is noted in WAC 365-195-210 as one not defined in the Act but which “means facilities, which have the capacity to serve development without decreasing levels of service below locally established minimums.” Additionally, in that same section, the procedural criteria defines the term “available public facilities” as including both facilities and services that “are in place or that a financial commitment is in place to provide the facilities or services within a specified time.” Finally the section goes on to further define “concurrency” to include both the concepts of “adequate public facilities” and “available public facilities”.

In the context of the GMA, the directive nature of the word “ensure,” as stated in Goal 12, imposes a duty on local governments which, while not amounting to an absolute guarantee, means more than a very generalized policy statement. The more difficult definitional concept of Goal 12 is identifying “those” facilities and services which are necessary to support development. In order to comply with this goal a local government must not only state what it plans to do but also how. It must also establish the facilities that are necessary to support development. This can be done in the context of a comprehensive plan, development regulations or a combination of both. The critical factor involves a specific articulated methodology to reasonably assure compliance with concurrency.

While RCW 36.70A.070(6)(e) unquestionably applies concurrency to certain transportation facilities, concurrency of all other public facilities and services are necessarily excluded. In *Reading, et al. v. Thurston County, et al.*, (Reading), WWGMHB, #94-2-0019, the Western Washington Growth Management Hearings Board said:

“The concurrency goal of the Act is specifically directed to the transportation element by RCW 36.70A.070(6)(e), which provides that after adoption of the comprehensive plan, development regulations must be adopted that prohibit the approval of a development which would cause a transportation facility LOS to decline below those designated in the comprehensive plan.”

The fact that development regulations must be adopted to prohibit transportation LOS’s to decline does not mean that no other concurrency requirements are in place. However the notion



1 that all public facilities and services must meet the concurrency goal of GMA goes too far.  
2 Achieving concurrency for all public facilities and services might well be an impossible  
3 standard. While local governments have occasionally had difficulty in complying with the goals  
4 and requirements of the Act, none are intended to be impossible to achieve.”

5 The WWGMHB goes on to say, “The general scheme of the GMA is that within the parameters  
6 of the goals and requirements of the Act, local governments have a wide variety of discretion to  
7 make localized decisions. Because the Legislature chose to use the word ‘those’ instead of ‘all’  
8 local governments have the discretion to determine which public facilities and services are  
9 necessary to support development. A county may have entirely different priorities on public  
10 facilities and services than that of a city. An urban growth area outside of current city  
11 boundaries may have different public facility and service requirements than either within  
12 municipal boundaries or for county areas outside UGAs.”

13 As required by RCW 36.70A.070(6)(e) development regulations also must be in place that  
14 prohibit new development that would make transportation facilities inadequate. The unanswered  
15 legislative direction of Goal 12 relates to the timing of determining the adequacy of public  
16 facilities other than transportation. The county intends to use the state subdivision law as a  
17 means of defining those other public facilities necessary to support development. Adequacy may  
18 be checked during the process of dividing land or building on land. In either case the check for  
19 adequacy can occur during the permit review process and be based upon public health, uniform  
20 building code, and land development regulations. Concurrency is logically a test that should be  
21 conducted before an application for a development activity occurs.

22 Under the transportation element a 6-year maximum period is allowed for achieving concurrency  
23 if a financial commitment is in place to complete the improvements or strategies. It is concluded  
24 from this that local governments may chose another concurrency time frame so long as it does  
25 not exceed the 6-year maximum. The capital facilities element found in RCW 36.70A.070(3)(d)  
26 requires a 6-year plan to finance capital facilities, but does not specify that such a period is  
27 “concurrent with the development” as is done in RCW 36.70A.070(6).

28 The WWGMHB, in #94-2-0019, concluded that local governments have discretion within the  
29 confines of the Act to determine the proper phasing of concurrency and the timing of either  
30 immediate occupancy and use or a period of time during which a firm financial commitment is in  
31 place in order to “ensure” that the public facilities and services are adequate.

## 32 **STATE MANDATES for Comprehensive Plans - Mandatory** 33 **Elements**

34 A capital facilities plan element must consist of: (a) An inventory of existing capital facilities  
35 owned by public entities, showing the locations and capacities of the capital facilities; (b) a  
36 forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of  
37 expanded or new capital facilities; (d) at least a six-year plan that will finance such capital  
38 facilities within projected funding capacities and clearly identifies sources of public money for  
39 such purposes; and (e) a requirement to reassess the land use element if probable funding falls

1 short of meeting existing needs and to ensure that the land use element, capital facilities plan  
2 element, and financing plan within the capital facilities plan element are coordinated and  
consistent. (RCW 36.70A.070(3))

## 3 **COUNTY MANDATES**

### 5 **County-Wide Planning Policies**

- 6 • Cooperatively and jointly designate municipal Urban Growth Area (UGA) boundaries. The  
7 designation of UGA boundaries beyond the existing limits of incorporation of a municipality  
8 should be based on a demonstration by the municipalities that public facilities and service  
capacities either already exist or are planned for and can be efficiently, economically, and  
practicably provided by either public or private sources. ( Policy 1.1)
- 9 • Provide new municipal public works facilities only within, and not beyond, Urban Growth  
Areas. Such facilities include:
  - 10 a) streets, bridges, and sidewalks built to municipal standards
  - 11 b) water storage, transmission and treatment facilities
  - 12 c) sanitary sewer collection and treatment facilities
  - 13 d) storm sewer collection and treatment facilities

13 Two exceptions are contemplated:

- 14 1) the provision of municipal water service by purveyors whether municipal or private,  
15 throughout the unincorporated County as needed to implement the County's  
Coordinated Water System Plan, and the Ground Water Management Plan
- 16 2) the siting of essential public facilities (Policy 1.2)
- 17 • For the purposes of these policies, the term Urban Growth Area includes both the  
18 incorporated land and the surrounding unincorporated area that is planned to accommodate  
future urban development. Unincorporated areas of the County not contiguous to an  
incorporated area may be designated as an UGA upon the adoption of a UGA plan that  
demonstrates how public facilities and services are or will be provided consistent with the  
requirements of GMA. (Policy 1.6)
- 19 • The Municipalities and the County should coordinate capital facilities planning and  
20 funding within UGAs. Cooperative effort is best suited to this level of planning and  
development because many capital facilities and public services, i.e. parks, public and  
21 private utilities, youth services, senior services, drainage, and transportation facilities are  
regional in nature. Facility design and construction standards within the UGA shall be  
22 established cooperatively with the adjacent city to assure consistency. (Policy 3.2)
- 23 • The County and Municipalities should also coordinate where appropriate, the development  
and implementation of long-range plans for youth services, senior services, fire protection,

1 police services, air quality, transportation, solid waste, public and private utilities, and  
2 environmental plans such as watershed action and stormwater management plans. (Policy  
3.3)

- A joint comprehensive economic development plan aimed at diversifying the economy in  
appropriate areas of the County should be formulated. Economic development should  
implement and be consistent with the Comprehensive Land Use and Capital Facilities  
Plans. The plan should:
  - a) Consider the goods, services and employment requirements of existing and projected  
population.
  - b) Identify the siting requirements of businesses which have the highest probability of  
economic success in Island County and the least negative impact on the quality of  
life;
  - c) Based on citizen input, existing land use patterns, and local capacity (geographic,  
environmental, and other considerations), determine areas suitable for desirable  
retail, commercial, and industrial uses; and
  - d) Encourage expansion of the tax base to support the infrastructure and services  
required by a growing population. (Policy 4.2);

Land use regulations and infrastructure plans of the County and Municipalities should be  
amended or developed as necessary to implement the economic development plan. (Policy 4.4)

- The County and Municipalities will cooperate in the analysis of and response to any major  
regional industrial, retail/commercial, recreation or residential development proposals that  
may impact the transportation systems in Island County. (Policy 6.3)
- The capacity of the roadway system must be planned, built, and managed to meet planned  
land use densities in UGAs, and the development of transportation modes offering  
alternatives, such as transit and telecommunications, to the automobile should be  
encouraged. (Policy 6.4)
- The planned transportation system should be implemented in a coordinated and cost-effective  
manner utilizing a fair and sufficient method of funding. (Policy 6.5)

## **Urban Growth Area Capital Facility Plans**

Urban Growth Areas (UGA) are those areas established through designation of a boundary  
which separates existing and future urban areas from rural and resource areas. A UGA defines  
where developments of an urban intensity will be directed and supported with historical and  
typical urban governmental services. Specific capital facility planning for UGAs shall be  
contained in the adopted UGA Plans. Financial commitments by the County for cooperative  
efforts is reflected in the Capital Improvement Program. The County and the municipalities  
recognize that Freeland and Clinton have many urban characteristics and should be designated  
in the future as urban growth areas. The County should initiate a sub-area planning process to  
determine the UGA boundaries, the urban land use designations for these areas, and the capital  
facilities that are needed to provide urban governmental services.

## **Non-county Capital Facilities**

The Capital Improvement Program contains level of service standards for certain non-county, publicly- and privately-owned facilities. In the case of domestic water and sewer, two capital facilities that the County does not currently provide as a direct service provider, the Plan's intention is to reflect the regulatory realities of water and sewer requirements for new development. As an example, the GMA mandated the adoption of regulations that require "proof of water availability" prior to the issuance of a building permit. Such "proof" could necessitate project and/or system improvements. By this means adequacy will be determined and ensured. In other cases, non-county providers will need to decide their relationship to the County's Plan and how they intend to provide services at acceptable levels of service. To participate, non-county providers should:

1. Have a valid adopted comprehensive plan which fulfills the requirements of WAC 365-195-315(1) (a), (b), (c), and (d) and which has been determined to be consistent with the County's Comprehensive Plan and takes into account the County's land use and population projections; and
2. Must have submitted to the County's planning agency a list of the agency's proposed public works planned for initiation or constructions required by RCW 36.70.520, for review/report under RCW 36.70.530.

## **State Facilities Relationship To The Washington State Growth Management Act (GMA)**

Although the background behind the drafting of the GMA indicates that the original legislative intent was to include state facilities within the scope of the Act, the ramifications of such inclusion were controversial, and, ultimately, the Act was silent or unclear about how specific state facilities would be treated in local comprehensive plans, how LOS standards would be set, and how concurrency requirements would be applied to state facilities. The statute was unclear as to whether state-owned or operated facilities are considered "arterial" and thus subject to LOS standards and concurrency requirements. The ambiguity and uncertainty surrounding the GMA's treatment of state-owned facilities, and the local governments' individual and ad hoc responses to this uncertainty created a planning and capital financing dilemma for the agencies. As a result a study entitled *Study of the Relationship Between State-Owned or Operated Transportation Facilities and Local Comprehensive Plans* was prepared and submitted to the Legislature in 1995.

The study recommended, among other things, classification of state transportation facilities into a two or three tiered system: the two tiered system would classify facilities as being either of statewide or regional significance and the three tiered system would add a middle category of "mutual" significance. This category would primarily consist of statewide commuting routes.

The role of RTPOs is a central issue, since SHB 1928 empowered the RTPOs with the responsibility for setting LOS standards for state-owned/operated facilities. The study recommended that the LOS was to be set by the state in consultation with the region for facilities

1 of statewide significance and by the state and the region cooperatively for regionally significant  
2 facilities. Concurrency was proposed for regionally significant facilities only, but concurrency  
3 would not be required until a new funding source for improvements was established. This of  
4 course was of great concern to local governments and the RTPPO. No action was taken by the  
1995 legislature although WSDOT's policy is to exclude state facilities from concurrency  
management systems and to cooperate in the establishment of LOS standards for planning  
purposes.

5 In the 1998 Legislative Session, SHB 1487 was approved and requires that the State identify  
6 transportation facilities of state-wide significance and establish level of service standards for  
7 those facilities in 1999. RCW 36.70A.070 (6) (a) (iii) (C) was also amended by SHB1487 to  
8 state in part "The concurrency requirements of (b) of this subsection do not apply to  
9 transportation facilities and services of state-wide significance **except** for counties consisting of  
10 islands whose only connection to the mainland are state highways or ferry routes. In these island  
11 counties, state highways and ferry route capacity must be a factor in meeting the concurrency  
12 requirements in (b) of this subsection." If determined to be necessary, Island County will adopt  
13 and enforce ordinances that implement the requirements of GMA. Any implementing  
14 ordinances which include transportation facilities of state wide significance should establish  
15 review methodologies that are similar but contain substantially different thresholds from those  
16 used to evaluate impacts on county arterials/transit routes.

## **OBJECTIVES, PRINCIPLES, AND STANDARDS**

### **Public Facility Needs**

**CFP Objective 1. Define types of public facilities, establish standards for levels of service for each type of public facility, and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations and to repair or replace existing public facilities.**

**1.1 Definitions.** The following definitions apply throughout this Capital Facilities Plan.

1.1.1 “Capital improvement” means land, improvements to land, structures (including design, permitting, and construction), initial furnishings and selected equipment. Capital improvements have an expected useful life of at least 10 years. Other “capital” costs, such as motor vehicles and motorized equipment, computers and office equipment, office furnishings, and small tools are considered to be minor capital expenses in the County’s annual budget, but such items are not “capital improvements” for the purposes of the Comprehensive Plan, or the issuance of development permits.

1.1.2 “Category of public facilities” means a specific group of public facilities, as follows:

- a. **Category A** public facilities are facilities owned or operated by Island County and subject to the requirement for concurrency.
- b. **Category B** public facilities are facilities owned or operated by federal, state, or city governments, independent districts, or private organizations and subject to the requirement for concurrency.
- c. **Category C** public facilities are facilities owned or operated by Island County but not subject to the requirement for concurrency.
- d. **Category D** public facilities are facilities owned or operated by federal, state, or city governments, independent districts, or private organizations but not subject to the requirement for concurrency.

1.1.3 “Community parks” means parks owned and operated by the County.

1.1.4 “Concurrency” means that adequate public facilities are available when the impacts of development occur, except that in the case of transit routes and

1 county/city/town arterial roads and their intersections, concurrent with  
2 development shall mean:

3 a. that the capacity of an affected transit route/arterial or arterial  
4 intersection(s) is sufficient to accommodate the projected transportation  
5 impacts of a proposed development; or

6 b. that improvements, strategies, or other mitigation measures which will  
7 achieve or maintain an operating level at or above the level of service  
8 standard established for the affected transit route/arterial or arterial  
9 intersection(s):

10 (1) are in place; planned, reasonably funded, and scheduled for  
11 completion no later six year after development approval as  
12 reflected in the most recent version of the adopted Transportation  
13 Improvement Program (TIP); or

14 (2) will be available and complete no later than six years after  
15 development approval, as provided by a voluntary financial  
16 commitment (where appropriate) by the applicant that is in place at  
17 the time of the development's approval.

18 1.1.5 "Correction" means a project(s) or strategy(ies) to correct existing or projected  
19 level of service deficiencies.

20 1.1.6 "Development activity" means any proposal requiring a permit or approval which  
21 will result in construction, development, earth movement, clearing, or other site  
22 disturbance and requires a permit, approval or authorization from the county or is  
23 proposed by a public agency.

24 1.1.7 "Level of service" (LOS) means an established minimum capacity of public  
25 facilities that must be provided per unit of demand or other appropriate measure  
26 of need.

27 1.1.8 "Level of Service - Transportation Facilities" means a qualitative measure of how  
28 well a roadway or intersection function. It describes traffic conditions in terms of  
29 such factors as speed and travel time, volume conditions, freedom to maneuver,  
30 traffic interruptions, comfort and convenience, and safety. Levels of service are  
31 designated A through F, from best to worst, as defined in The 1994 Highway  
32 Capacity Manual (TRB Special Report 209) or current edition or other level of  
33 service methodologies utilized by the County/City/Town and as specified in their  
34 Transportation Plan. For Island County, traffic volume on the County  
35 arterial/transit route is used to determine LOS and average delay time on the  
36 worst approach lane is used to determine LOS for arterial intersections.

1.1.9 “Mitigation” means the avoidance or minimization of a development activity’s impact upon an affected arterial or arterial intersection through such means as limiting or altering the proposed uses, intensities, or design of the development or by compensating for the impact by replacing, enhancing, or providing system improvements which provide additional capacity.

1.1.10 “Planned transportation facility” means a correction project scheduled to be completed no later than the sixth year of the current Transportation Improvement Program for which a financial commitment has been made and projects to be funded in total or in part by the state/city/town or for which voluntary financial commitments have been secured.

1.1.11 “Public facility” means the capital improvements and systems of each of the following facilities or services:

- a. Arterial Roads/Transit Routes
- b. Domestic Water
- c. Community Parks
- d. Sanitary sewer/septage
- e. Schools
- f. Solid waste
- g. Surface and storm water management
- h. Transit

Other Capital Facilities are included for long-range planning purposes only, e.g. detention facilities. Some Capital Facilities or Services, e.g. libraries, hospitals, etc. are not currently considered in this planning document but could be added to the definition of Public Facilities and Services in future CFP amendments.

1.1.12 “RAIDs” means those limited areas of more intensive rural development designated pursuant to RCW 36.70A.070(5).

1.1.13 “Reasonably Funded” means a mitigation measure or other transportation improvement is scheduled for completion and is designated as funded in the current version of the Transportation Improvement Program of the County or City/Town.

1.1.14 “Strategies - Transportation Demand Management” means managing transportation demand, usually to reduce it or to shift it to different times, locations, routes, or modes all designed to increase the number of person-trips which can be carried on the highway system without significantly increasing the design capacity of the highway system and without increasing the number of through traffic lanes.

1.1.15 “Transit Routes” means County/City/Town Roads identified in the adopted Transportation Elements of the respective political subdivision. Roads used by



Island Transit that are not identified in the referenced Transportation Elements will be considered for inclusion in the plans as transit routes during updates of the Transportation Elements and are not considered transit routes until they are so identified

1.2 Application of Standards. The County shall adopt standards for levels of service for Categories A and B public facilities and shall apply the standards as follows:

1.2.1 Category A. The standards for levels of service of each type of public facility in Category A shall apply to development permits issued by the County after the effective date of implementation of the Plan (as described in CFP 3.3), the County's annual budget, the County's Capital Improvements Program, and other elements of this Comprehensive Plan.

1.2.2 Category B. The standards for levels of service of each type of public facility in Category B shall apply to development permits issued by the County after the effective date of implementation of the Plan (as described in CFP 3.3), and other elements of this Comprehensive Plan. Category B public facilities are provided by entities other than Island County, therefore the standards for levels of service shall not apply to the County's annual budget or the County's Capital Improvements Program.

1.2.3 Categories C and D. The standards for levels of service for those public facilities in Categories C and D, that are required to be found adequate pursuant to RCW 58.17 or required to be found adequate for building permits, shall apply to development permits issued by the County, as applicable.

1.3 Standards for Levels of Service. The standards for levels of service of public facilities shall be as follows ("per person" means per capita in the County population, unless otherwise indicated). These standards apply to the unincorporated area of the County. Cities and Towns may establish different level of service standards.

1.3.1 Category A Public Facilities:

- |    |   |       |
|----|---|-------|
| a. | County Roads (rural arterials & transit routes):                                | LOS C |
| b. | County Roads (urban arterials & transit routes):                                | LOS D |
| c. | County Arterial/Transit Route Intersections:                                    |       |
|    | (1) County arterial/transit intersections in rural areas:                       | LOS C |
|    | (2) County arterial/transit intersections in unincorporated urban growth areas: | LOS D |
| d. | Exceptions:   |       |
|    | (1) Goldie Road   | LOS E |
|    | (2) Ault Field Road   | LOS E |

(3) E. Camano Dr. north of Camano Hill LOS E

1.3.2 Category B Public Facilities

City and Town Arterials/Transit Routes/Their Intersections As specified in the CFP of the city/town.

1.3.3 Category C Public Facilities

a. Septage Treatment Facility: 80 gallons per year per residential equivalent

b. Solid Waste: Processing: 5.8 pounds per capita per day

c. Corrections and Detention: 0.50 beds per 1,000 population

d. County Buildings Administration

Buildings: 1000 square feet per 1,000 population

District Court: 1 courtroom or hearing room per judicial position

Superior Court: 1 courtroom per judicial position

e. Juvenile Detention: Noncapital alternatives have been selected to satisfy level of service requirements in the short term. Inclusion of a holdover cell (co-located with the juvenile probation office) will be included in additional County office plans, and adult cells meeting sight and sound separation may be used as available for 24 detention periods. Planning for a facility is included in the Coupeville Courthouse Master Plan.

f. Law Enforcement: 0.12 sq. ft. per person in the unincorporated area of the County

g. Trails: 0.16 miles per 1,000 population in the unincorporated area

h. Community Parks: 3.5 acres per 1,000 unincorporated population

i. Stormwater Management Systems:

Rural Areas	Conveyance - 25-year storm Retention - 25-year storms
RAID Areas	Conveyance - 25-year storm Retention - 25-year storms
Surface Water – Habitat – Both areas	Restore in-stream flows, reduce peaks, maintain clear fish passage. Requires 100- year design for conveyance
Surface Water – Quality - Both areas	Federal/state water quality standards for receiving waters

#### 1.3.4 Category D Public Facilities

- a. Fire Protection Services: Fire Protection Class # 8 \*

*\* Washington State Surveying and Rating Bureau*

- b. School District Facilities:

Site Conditions -- five usable acres and one additional usable acre per 100 students and for any school housing students above grade six, an additional usable five acres, as specified in WAC 180-26-020; and

- c. Stormwater Management Systems:

Rural Areas	Conveyance - 25-year storm Retention - 25-year storms
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RAID Areas	Conveyance - 25-year storm Retention - 25-year storms
------------	--

Surface Water – Habitat (Both areas)	Restore in-stream flows, reduce peaks, maintain clear fish passage. Requires 100- year design for conveyance.
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Surface Water – Quality (Both areas)	Federal/state water quality standards for receiving waters
---	---

- d. Domestic Water – Proof of water availability

- e. Sanitary Sewage – Approving authority standard

- f. State Transportation Facilities:

Regional Facilities	As adopted by SIRTPO
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State-wide Facilities

As adopted by WSDOT/Legislature

1.4 Determining Public Facility Needs. The County shall determine the quantity of capital improvements that is needed as follows:

1.4.1 The quantity of capital improvements needed to eliminate existing deficiencies and to meet the needs of future growth shall be determined for each public facility by the following calculation:  $Q = (S \times D) - I$ ,

Where: *Q* is the quantity of capital improvements needed,  
*S* is the standard for level of service,  
*D* is the demand, such as the population, and  
*I* is the inventory of existing facilities.

The calculation shall be used for existing demand in order to determine existing deficiencies. The calculation shall be used for projected demand in order to determine needs of future growth.

1.4.2 There are three circumstances in which the standards for levels of service are not the exclusive determinant of need for a capital improvement:

- a. Repair, remodeling, renovation, and replacement of obsolete or worn out facilities shall be determined by the Board of County Commissioners
- b. Capital improvements that provide levels of service in excess of the standards adopted in this Comprehensive Plan may be constructed or acquired at any time as long as the following conditions are met:

- (1) The capital improvement does not make financially infeasible any other capital improvement that is needed to achieve or maintain the standards for levels of service adopted in this Comprehensive Plan, and

- (2) The capital improvement does not contradict, limit or substantially change the goals and policies of any element of this Comprehensive Plan, and

- (3) One of the following conditions is met:

- (a) The excess capacity is an integral part of a capital improvement that is needed to achieve or maintain standards for levels of service (i.e., the minimum capacity of a capital project is larger than the capacity required to provide the level of service), or

- 1 (b) The excess capacity provides economies of scale making it  
2 less expensive than a comparable amount of capacity if  
3 acquired at a later date, or  
4  
5 (c) The asset acquired is land that is environmentally sensitive,  
6 or designated by the County as necessary for conservation,  
7 or recreation, or  
8  
9 (d) The excess capacity is part of a capital project financed by  
10 general obligation bonds approved by referendum.

11 c. The County may provide non-capital alternatives to achieve and maintain  
12 the adopted standard for level of service. Non-capital alternatives use  
13 programs, strategies or methods other than traditional “brick and mortar”  
14 capital standards. Non-capital alternatives include, but are not limited to  
15 the following:

- 16 (1) Programs that reduce or eliminate the need for the capital facility.  
17  
18 (2) Programs that provide a non-capital substitute for the capital  
19 facility (i.e., electronic home monitoring or other sentencing  
20 alternatives to incarceration in traditional jail facilities).  
21  
22 (3) Programs that reduce the demand for a capital facility or the  
23 service it provides (e.g., telecommuting as an alternative to  
24 commuting to work; transit as an alternative to cars; recycling as  
25 an alternative to landfills).  
26  
27 (4) Programs that use alternative methods to provide levels of service  
28 (e.g., “natural” drainage in managed flood basins as an alternative  
29 to levees and dikes).  
30  
31 (5) Programs that use existing facilities more efficiently to reduce the  
32 need for additional facilities (e.g., night court as an alternative to  
33 more courtrooms during the day; flextime and evening and night  
34 shifts as an alternative to additional space for government staff).

35 1.4.3 Any capital improvement that is needed as a result of any of the factors listed in  
36 CFP 1.4.2 shall be included in the regular schedule of capital improvements  
37 contained in this Capital Facilities Plan. All such capital improvements shall be  
38 approved in the same manner as the capital improvements that are needed  
39 according to the quantitative analysis described in CFP 1.4.1.

40 1.5 Priorities. The relative priorities among capital improvements projects are as follows:

1        1.5.1 Priorities Among Types of Public Facilities. Legal restrictions on the use of  
2        many revenue sources limit the extent to which types of facilities compete for  
3        priority with other types of facilities because they do not compete for the same  
4        revenues. All capital improvements that are necessary for achieving and  
5        maintaining a standard for levels of service adopted in this Capital Facilities Plan  
6        are included in the schedule of capital improvements contained in this Capital  
7        Facilities Plan. The relative priorities among types of public facilities (i.e., roads,  
8        septage, etc.) were established by adjusting the standards for levels of service and  
9        the available revenues until the resulting public facilities needs became  
10       financially feasible. This process is repeated with each update of the Capital  
11       Facilities Plan, thus allowing for changes in priorities among types of public  
12       facilities.

13       1.5.2 Priorities of Capital Improvements Within a Type of Public Facility. Capital  
14       improvements within a type of public facility are to be evaluated on the following  
15       criteria and considered in the order of priority listed below. The County shall  
16       establish the final priority of all capital facility improvements using the following  
17       criteria as general guidelines. Any revenue source that cannot be used for a high  
18       priority facility shall be used beginning with the highest priority for which the  
19       revenue can legally be expended.

- 20       a.       New public facilities, and improvements to existing public facilities, that  
21       eliminate public hazards if such hazards were not otherwise eliminated by  
22       facility improvements prioritized according to CFP 1.5.2.b or c, below.
- 23       b.       Reconstruction, rehabilitation, remodeling, renovation, or replacement of  
24       obsolete or worn out facilities that contribute to achieving or maintaining  
25       standards for levels of service adopted in this Comprehensive Plan.
- 26       c.       New or expanded facilities that reduce or eliminate deficiencies in levels  
27       of service for existing demand.
- 28       d.       Improvements to existing facilities, and new facilities that significantly  
29       reduce the operating cost of providing a service or facility, or otherwise  
30       mitigate impacts of public facilities on future operating budgets.
- 31       e.       New facilities that exceed the adopted levels of service for new growth  
32       during the next six fiscal years by either
  - 33           (1)       Providing excess public facility capacity that is needed by future  
34           growth beyond the next six fiscal years, or
  - 35           (2)       Providing higher quality public facilities than are contemplated in  
36           the County's normal design criteria for such facilities.

- f. Facilities not described in CFP 1.5.2.a through e, above, but which the County is obligated to complete, provided that such obligation is evidenced by a written agreement the County executed prior to the adoption of this Comprehensive Plan.

1.5.3 All facilities scheduled for construction or improvement in accordance with this Policy shall be evaluated to identify any plans of State or local governments or districts that affect, or will be affected by, the proposed County capital improvement.

1.5.4 Project evaluation may also involve additional criteria that are unique to each type of public facility, as described in other elements of this Comprehensive Plan.

## **Financial Feasibility**

**CFP Objective 2. Provide needed public facilities that are within the ability of the County to fund the facilities, or within the County's authority to require others to provide the facilities.**

2.1 Financial Feasibility. The estimated costs of all needed capital improvements shall not exceed conservative estimates of revenues from sources that are available to the County pursuant to current statutes, and which have not been rejected by referendum, if a referendum is required to enact a source of revenue. Conservative estimates need not be the most pessimistic estimate, but cannot exceed the most likely estimate.

2.2 Financing Policies. Capital improvements shall be financed, and debt shall be managed as follows:

2.2.1 Capital improvements for County enterprise funds (e.g., solid waste) shall be financed by:

- a. Debt to be repaid by user fees and charges and connection or capacity fees for enterprise services, or
- b. Current assets (e.g., reserves, equity or surpluses, and current revenue, including grants, loans, donations and interlocal agreements), or
- c. A combination of debt and current assets.

2.2.2 Capital improvements financed by non-enterprise funds shall be financed from either current assets: (i.e., current revenue, fund equity and reserves), or debt, or a combination thereof. Financing decisions shall include consideration for which funding source (current assets, debt, or both) will be:

- a. most cost effective,
- b. consistent with prudent asset and liability management,

- c. appropriate to the useful life of the project(s) to be financed, and
- d. the most efficient use of the County's ability to borrow funds.

2.2.3 Debt financing shall not be used to provide more capacity than is needed within the schedule of capital improvements for non-enterprise public facilities unless one of the conditions of CFP 1.4.2.b.(3) is met. For REET 1, REET 2, and Conservation Futures Funds the total 6 year planning period obligations to debt service shall not exceed 50% of the total 6 year planning period revenue of the individual funds.

2.3 Operating and Maintenance Costs. Except for open space and habitat areas the County shall not provide a public facility, nor shall it accept the provision of a public facility by others, if the County or other provider is unable to pay for the subsequent annual operating and maintenance costs of the facility. Non-capital alternatives shall be utilized to meet LOS standards if operating and maintenance cost restrictions prohibit capital construction.

2.4 Revenues Requiring Referendum (voter approval) In the event that sources of revenue require voter approval in a local referendum that has not been held, and a referendum is not held, or is held and is not successful, this Comprehensive Plan shall be revised at the next annual amendment to adjust for the lack of such revenues, in any of the following ways:

2.4.1 Reduce the level of service for one or more public facilities;

2.4.2 Increase the use of other sources of revenue;

2.4.3 Decrease the cost, while retaining the quantity of the facilities that is inherent in the standard for level of service;

2.4.4 Decrease the demand for and subsequent use of capital facilities;

2.4.5 A combination of the above alternatives.

2.5 Uncommitted Revenue. All development permits issued by the County which require capital improvements that will be financed by sources of revenue which have not been approved or implemented (such as future debt requiring referenda) shall be conditioned on the approval or implementation of the indicated revenue sources, or the substitution of a comparable amount of revenue from existing sources.

2.1

## **Provide Needed Improvements and Concurrency Management**

**CFP Objective 3. Provide adequate public facilities by constructing needed capital improvements which (1) repair or replace obsolete or worn out**



1                    **facilities, (2) eliminate existing deficiencies, and (3) meet the needs of**  
2                    **future development and redevelopment caused by previously issued**  
3                    **and new development permits. The County's ability to provide**  
4                    **needed improvements will be demonstrated by maintaining a**  
5                    **financially feasible schedule of capital improvements in this Capital**  
6                    **Facilities Plan.**

7                    3.1 Schedule of Capital Improvements. The County shall provide the County-owned capital  
8                    improvements listed in the schedule of capital improvements in the Capital Improvement  
9                    Program. The schedule of capital improvements may be modified as follows:

10                    3.1.1 The schedule of capital improvements shall be updated annually.

11                    3.1.2 Pursuant to the Growth Management Act, amendments to the schedule of capital  
12                    facilities may only occur during the annual update.

13                    3.1.3 In certain cases the schedule of capital improvements may be adjusted by  
14                    budgetary amendment rather than through an amendment to the Comprehensive  
15                    Plan. The conditions under which this may occur include: correction of errors,  
16                    updates of data, emergencies, reallocation of funds between projects appearing  
17                    within the adopted plan regardless of year, and modifications concerning costs;  
18                    revenue sources; acceptance of facilities pursuant to dedications which are  
19                    consistent with the plan; or the date of construction (so long as it is completed  
20                    within the 6-year period) of any facility enumerated in the schedule of capital  
21                    improvements.

22                    3.1.4 Any act, or failure to act, that causes any project listed in the schedule of capital  
23                    improvements for which concurrency is required to be scheduled for completion  
24                    in a fiscal year later than the fiscal year indicated in the schedule of capital  
25                    improvements shall be effective only if the act, or failure to act, or failure to act,  
26                    causing the delay is subject to one of the following:

27                    a. Projects providing capacity equal to, or greater than the delayed project  
28                    are accelerated within, or added to the schedule of capital improvements,  
29                    in order to provide capacity of public facilities in the fiscal year at least  
30                    equal to the capacity scheduled prior to the act which delayed the subject  
31                    project.

32                    b. Amendment of the Comprehensive Plan (during the allowable annual  
33                    amendment) to reduce the adopted standard for the level of service for  
34                    public facilities until the fiscal year in which the delayed project is  
35                    scheduled to be completed.

36                    3.2 Budget Appropriation of Capital Improvement Projects. The County shall include in the  
37                    capital appropriations of its annual budget (i.e., a "capital budget") all the capital  
38                    improvements projects listed in the schedule of capital improvements for expenditure

1 during the appropriate fiscal year, except that the County may omit from its annual  
2 budget any capital improvements for which a binding agreement has been executed with  
3 another party to provide the same project in the same fiscal year. The County may also  
include in the capital appropriations of its annual budget additional public facility  
projects that conform to CFP 1.4.2.b and CFP 1.5.2.f.

4 3.3 Adequate Public Facility Concurrency. The Board finds that the impacts of development  
5 on public facilities within the county occur at the same time as occupancy of  
6 development authorized by a final development permit. The county shall condition the  
7 issuance of development permits on a determination that there is sufficient capacity of  
8 Category A and Category B public facilities to meet the standards for levels of service for  
9 existing and approved development and the impacts of the proposed development are  
10 concurrent with the proposed development. In implementing ordinances, the county  
11 should consider setting specific development permit threshold levels depending upon the  
classification and/or ownership of the transportation facility. A finding of concurrency  
should be a prerequisite of applying for a permit for a non-exempt development activity.  
The State Subdivision Law (RCW 58.17) and the regulations governing the issuance of  
building permits require that appropriate provisions are made for certain other public  
facilities that are not designated as either Category A or B public facilities. For the  
purpose of this policy and the County's land development regulations, "concurrent with"  
shall be defined as follows:

12 3.3.1 The availability of public facility capacity to support development concurrent  
13 with the impacts of such development shall be determined in accordance with the  
following:

14 a. For all Category A and B public facilities except arterial roads and transit  
routes:

- 15 (1) The necessary facilities and services are in place at the time a  
16 development permit is issued; or
- 17 (2) Development permits are issued subject to the condition that the  
18 necessary facilities and services will be in place when the impacts  
of the development occur; or
- 19 (3) The necessary facilities are under construction at the time a  
20 development permit is issued, and the necessary facilities will be  
in place when the impacts of the development occur; or
- 21 (4) The necessary facilities are the subject of a binding executed  
22 contract which provides for the actual construction of the required  
23 facilities and guarantees that the necessary facilities will be in  
place when the impacts of the development occur; or

1                   (5)    The necessary facilities are guaranteed in an enforceable  
2                               development agreement that must guarantee that the necessary  
3                               facilities will be in place when the impacts of the development  
4                               occur.

5                   b.     For arterial roads and transit routes:

6                               (1)    Any of the provisions of CFP 3.3.1.a(1)-(5) listed above; or

7                               (2)    The County has in place binding financial commitments to  
8                               complete the necessary public facilities within six years, provided  
9                               that:

10                                       (a)    The Capital Improvement Plan and six-year schedule of  
11                                       transportation improvements must be financially feasible.

12                                       (b)    The County uses a realistic, financially feasible funding  
13                                       system based on revenue sources available according to  
14                                       laws adopted at the time the CFP is adopted.

15                                       (c)    Improvements, strategies, or other mitigation measures  
16                                       which will achieve or maintain an operating level at or  
17                                       above the level of service standard for the affected arterial,  
18                                       transit route, or their intersection are in place, planned, and  
19                                       reasonably funded, and the six-year schedule of capital  
20                                       improvements must demonstrate that the actual  
21                                       construction of the arterial roads and transit routes are  
22                                       scheduled to commence on or before the sixth year of the  
23                                       six-year schedule of capital improvements.

24                                       (d)    The six-year schedule of capital improvements must  
25                                       include necessary facilities to maintain the adopted level of  
26                                       service standards to serve the new development proposed  
27                                       to be permitted and the necessary facilities required to  
28                                       eliminate existing deficiencies.

29                                       (e)    The concurrency period may be shorter than 6 years if the  
30                                       impact on the level of service of the facility is severe.

31                   c.     For those public facilities that are not designated as Category A or B  
32                               public facilities and for which the State Subdivision Law (RCW 58.17)  
33                               requires a finding that appropriate provisions have been made for  
34                               specified public facilities, regulations/policies will be enacted to support  
35                               the “approving authorities” finding and/or action in approving or  
36                               disapproving the proposal. The check for adequacy logically occurs

1                   during the preliminary approval process of a regulated division of land or  
2                   in the case of a building permit, prior to its issuance.

3           3.3.2 No approval of a non-exempt development activity, as defined in the  
4           implementing ordinance, shall be issued by the county after the effective date of  
5           implementation of the Plan, unless there shall be sufficient capacity of Category C  
6           and Category D public facilities available to meet the standards for levels of  
7           service.

8           3.3.3 No permit for a non-exempt development activity, as defined in the implementing  
9           ordinance, shall be issued by the County after the effective date of  
10          implementation of the Plan, without a determination of the concurrency of  
11          Category A and Category B public facilities. Verifying that concurrency exists  
12          should be a prerequisite of submittal of a permit for a non-exempt development  
13          activity.

14          3.3.4 As specified in the implementing regulation, non-exempt development permits  
15          issued pursuant to CFP 3.3.2 and CFP 3.3.3 shall be subject to the following  
16          requirements:

17           a.       For the following public facilities, the capacity must meet the standards  
18           for levels of service prior to the issuance of the building permit.

19                   Domestic water, sanitary sewer, surface water

20           b.       For the following public facilities, the capacity must be available within  
21           the area of impacts as determined by a traffic report/study at the time of  
22           development, as defined in the implementing ordinance, or be the subject  
23           of a specific financial commitment, strategies, or mitigation to meet the  
24           standards within 6 years of the issuance of the final development permit:

                  (1)     County Arterial roads

                  (2)     County Transit routes

          c.       The determination that facility capacity is available shall apply only to  
          specific uses, densities, and intensities based on information provided by  
          the applicant and included in the development permit.

          d.       The determination that facility capacity is available shall be valid for the  
          same period of time as the underlying development permit, including any  
          extensions of the underlying development permit. If the underlying  
          development permit does not have an expiration date, the capacity shall be  
          valid for a period not to exceed two (2) years.

          e.       The determination that facility capacity is available shall be binding on the  
          County.

- 1           f.       The standards for levels of service of Category A and Category B public  
2                facilities shall be applied to the issuance of development permits, as  
3                defined in the implementing ordinance, on geographical basis.

4                Public facilities shall achieve and maintain the standard for levels of  
5                service within the service area as determined by a concurrency  
6                management process. No development permit application for a non-  
7                exempt development activity, as defined in the implementing ordinance,  
8                may be submitted if the standard for levels of service are not achieved and  
9                maintained for the following public facilities and assigned service areas:

10              County arterials/transit routes/intersection - the service area includes those  
11              County arterials/county transit routes and their intersections impacted by  
12              the proposed development as determined by a traffic report/study  
13              submitted in compliance with the requirements of the county concurrency  
14              management program.

15              No further determination of capacity for the subject property shall be  
16              required prior to the expiration of the determination of capacity for the  
17              development permit provided that the capacity has been reserved for the  
18              development permit. The subject property may extend the reservation of  
19              capacity to subsequent development permits for the same property. Any  
20              change in the density, intensity, or land use that requires additional public  
21              facilities or capacity is subject to review and approval or denial by the  
22              County.

- 23           g.       The check for adequacy shall be performed only for certain public  
24                facilities that are designated herein as Category C or D public facilities  
25                and for which the State Subdivision Law, RCW 58.17, requires a finding  
26                that appropriate provisions have been made for the specified public  
27                facility prior to preliminary approval of the development activity.

- 28                (1)     Drainage ways;  
29                (2)     Community parks;  
30                (3)     Potable water supplies;  
31                (4)     Sanitary wastes;  
32                (5)     School sites;  
33                (6)     Streets and roads; and  
34                (7)     Transit stops

- 35       3.3.5   As soon as possible after adoption of the Plan, the County shall adopt land  
36                development regulations that establish the criteria for determining the vested  
37                rights of previously issued development permits and exempted development  
38                activities. The County shall also designate the procedures for reserving capacity  
39                for county arterial and transit routes needed to address the impacts of vested

development for which a certificate of concurrency has been issued, and of exempted development activities.

## **Coordination and Consistency with Other Plans and Policies**

**CFP Objective 4. Implement the Capital Facilities Plan in a manner that coordinates and is consistent with the plans and policies of other elements of the Island County Comprehensive Plan, County-Wide Planning Policies, and the Growth Management Act of the State of Washington. Where possible, the Capital Facilities Plan will also coordinate and be consistent with the plans and policies of other regional entities, adjacent counties, and municipalities.**

**4.1 Land Development.** Manage the land development process to insure that all development receives public facility levels of service equal to, or greater than the standards adopted in CFP 1.3 by implementing the schedule of capital improvements contained in this Capital Facilities Plan, and by using the fiscal resources provided for in CFP Objective 2 and its supporting policies.

4.1.1 All Category A and Category C public facility capital improvements shall be consistent with the goals and policies of other elements of this Comprehensive Plan. The location and level of service provided by projects in the schedule of capital improvements shall maintain adopted standards for levels of service for existing and future development in a manner and location consistent with the Land Use Element of this Comprehensive Plan.

4.1.2 The County shall integrate its land use planning and decisions with its planning and decisions for public facility capital improvements by developing, adopting, and using the programs listed in the “Implementation Programs” section of this Capital Facilities Plan.

4.1.3 The land development regulations shall be amended to the extent permissible under State law to expedite land use decisions for county and non-county capital facility projects included in adopted CFPs reviewed by the County. Such regulatory amendments will help ensure that public facilities are provided in a timely, predictable, and cost effective manner and encourage the development of CFPs by special purpose districts.

**4.2 County-Wide Planning Policies Implementation.** Implementation of the Capital Facilities Plan shall be consistent with the requirements of adopted County-Wide Planning Policies.

4.2.1 The County will evaluate capital facilities of state or regional significance as required by County-Wide Planning Policies and state statute.

1           4.2.2 The County will use its Capital Facilities Plan to support the County-Wide  
2           Planning Policies pertaining to Urban Growth Areas.

3           4.1.1

## 4   **Implementation Programs**

5   **CFP Objective 5.    Implement the following programs by the effective date as adopted by**  
6   **the County, to ensure that the goals and policies established in the**  
7   **Capital Facilities Plan will be achieved or exceeded and that the**  
8   **capital improvements will be constructed. Each implementation**  
9   **program will be adopted by ordinance, resolution or executive order,**  
10   **as appropriate for each implementation program.**

11   5.1   Review of Applications for Development Permits. The county shall amend its land  
12   development regulations to provide for a system of review of various classes of  
13   applications for development permits which applications, if granted, would impact the  
14   levels of service of Category A and Category B public facilities or for which a finding  
15   that appropriate provisions must be made pursuant to the State Subdivision Law (RCW  
16   58.17). Such system of review shall assure that no final development permit, as defined  
17   in the implementing ordinance, shall be issued which results in a reduction in the levels  
18   of service below the standards adopted in CFP 1.3.1 and 1.3.2 for Category A and  
19   Category B public facilities. The land development regulations shall include, at a  
20   minimum, the provisions of CFP 3.3 in determining whether a development permit can  
21   be issued. These regulations may also establish a class or classes of development that are  
22   exempt from concurrency requirements.

23   5.1.1 The land development regulations shall also address the circumstances under  
24   which public facilities may be provided by applicants for development permits.  
25   Applicants for development permits may offer to provide public facilities at the  
26   applicant's own expense in order to insure sufficient capacity of Category A and  
27   Category B public facilities. Development permits may be issued subject to the  
28   provision of public facilities by the applicant subject to the following  
29   requirements:

30           a.    The County and the applicant enter into an enforceable development  
31           agreement which shall provide, at a minimum, a schedule for construction  
32           of the Category A and/or Category B public facilities and mechanisms for  
33           monitoring to insure that the public facilities are completed concurrent  
34           with the impacts of the development, or the development will not be  
35           allowed to proceed.

36           b.    The public facilities to be provided by the applicant are contained in the  
37           schedule of capital improvements of the Comprehensive Plan and will  
38           achieve and maintain the adopted standard for levels of service concurrent  
39           with the impacts of development.

1 5.2 Annual Budget. The annual budget shall include in its capital appropriations all projects  
2 in the schedule of capital improvements that are planned for expenditure during the  
3 subsequent fiscal year. Individual Conservation Futures projects will be identified  
annually consistent with I.C.C. 3.22A and miscellaneous courthouse, park, and solid  
waste improvements may or may not be specifically identified in the annual budget.

4 5.3 Update of Capital Facilities Plan. The Capital Facilities Plan shall be reviewed and  
5 updated annually. The update shall include:

6 5.3.1 Review of population projections

7 5.3.2 Update of inventory of public facilities

8 5.3.3 Update of public facilities requirements analysis (actual levels of service  
9 compared to adopted standards)

10 5.3.4 Update of revenue forecasts

11 5.3.5 Revision and development of capital improvements projects for the next six fiscal  
12 years

13 5.3.6 Amendments to the CFP, including amendments to levels of service standards,  
14 capital projects, and the financing plan sources of revenue.

15 5.4 Concurrency Implementation and Monitoring System. The county shall establish and  
16 maintain Concurrency Implementation and Monitoring Systems. The systems shall  
17 consist of the following components:

18 5.4.1 Annual Report on the Capacity and Levels of Service of Public Facilities for  
19 which concurrency is required. The report shall summarize the actual capacity of  
20 public facilities compared to the standards for levels of service adopted in CFP  
21 1.3.1 and 1.3.2, and forecast the capacity of public facilities for the six succeeding  
22 fiscal years. The forecast shall be based on the most recently updated schedule of  
capital improvements in the Capital Facilities Plan. The annual report shall  
provide the initial determination of the capacity and levels of service of public  
facilities for the purpose of issuing development permits during the 12 months  
following completion of the annual report.

23 5.4.2 Public Facility Capacity Review of Development Applications. The county shall  
use the procedures specified above, to enforce the requirements of CFP 3.3 at the  
time each application for development in the unincorporated area is reviewed.  
Reviews of applications for development within municipal boundaries will be  
conducted according to the terms of interlocal agreements between the county and  
each city/town. Records shall be maintained during each fiscal year to indicate  
the cumulative impacts of all development permits approved during the fiscal year  
to date on the capacity of public facilities as set forth in the most recent annual  
report on capacity and levels of service of public facilities.

24 5.4.3 Review of Changes to Planned Capacity of Public Facilities. The County shall  
review each amendment to this Capital Facilities Element, in particular any



changes in standards for levels of service and changes in the schedule of capital improvements, in order to enforce the requirements of CFP 3.1.4.

5.4.4 Concurrency Implementation Strategies. The County shall annually review the concurrency implementation strategies that are developed to implement CFP 3.3 of this Capital Facilities Plan. Such strategies may include, but are not limited to, the following:

- a. Standards for levels of service may be phased to reflect the county's financial ability to increase public facility capacity, and resulting levels of service, from year to year. Standards for levels of service may be phased to specific fiscal years in order to provide clear, unambiguous standards for issuance of development permits. Phased standards, if any, will appear in CFP 1.3.
- b. Standards for levels of service may be applied according to the timing of the impacts of development on public facilities. Final development permits which impact public facilities in a matter of months are issued subject to the availability of public facilities prior to the issuance of the building permit (except roads and transit which must be available within a maximum of 6 years of the final development permit, as defined in the implementing ordinance).

5.5 Evaluation Reports. Evaluation reports will address the implementation of the goals and policies of the Capital Facilities Plan. The monitoring procedures necessary to enable the completion of evaluation include:

- a. Review of Annual Reports of the Concurrency Implementation and Monitoring System.
- b. Review of Annual Updates of this Capital Facilities Plan, including updated supporting documents.

5.6 Contractor Performance System. The County will develop a system of monitoring the actual performance of contractors who design or construct public facilities for the County. The monitoring system shall track such items as actual vs. planned time schedule, and actual vs. bid cost. The performance of contractors shall be considered when the County awards contracts for public facilities.

## **SCHEDULE for Annual Review and Amendment**

The following schedule should be followed each year to ensure public participation in the process and to ensure the timely completion of the Plan update.

1. March (first week) - Input request from Board, Departments, Agencies, and the Public.
2. April (first week) - Input due.
3. April (third week) - Send draft CIP and any proposed CFP amendments to Board, Departments, Agencies, Planning Commission, and Parties of Record.
4. May (second week) - Planning Commission Hearing
5. June - Public Meetings and adoption
6. July- December - Capital Improvement Budget prepared and adopted



# CAPITAL IMPROVEMENT PROGRAM

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## **INTRODUCTION**

This section of the CIP presents capital improvement projects and the revenue/financing plan to pay for those projects. It also contains the *Inventory of Existing Non-county Public Facilities* (CIP Appendix A), the level of service standards, non-capital alternatives to achieving the LOS standard, *Revenue Sources for Capital Facilities* (Appendix B), and maps of existing and planned facilities (CIP Appendix C). The County has also completed two facility master plans, i.e. “The Island County Master Plan for Coupeville Facilities” and “The Camano Annex Facilities Expansion Master Plan”. Both plans are as part of the CIP by reference and the former plan has been adopted by the Town of Coupeville as part of their GMA Comprehensive Plan. Specific data developed in these plans are included within pertinent tables of the CIP.

Each type of public facility is presented in a separate subsection which follows a standard format. Throughout this section, tables of data are identified with abbreviations that correspond to the type of facility: Table DC-1 refers to Table 1 for DC (Detention and Corrections). Each abbreviation corresponds to the name of the type of facility. In the discussion below about tables, “FN” is used to mean any facility name.

## **Inventory of Current Facilities (Table -FN-1)**

A list of existing capital facilities, including the name, capacity (for reference to levels of service), and location. In some cases Tables FN-1 and FN-2 are combined.

## **Level of Service Capacity Analysis (Table -FN-2)**

A table analyzing facility capacity requirements is presented for each type of public facility. The statistical table at the top calculates the amount of facility capacity that is required to achieve and maintain the standard for level of service. The capital improvements projects that provide the needed capacity are listed below the requirements table, and their capacities are reconciled to the total requirement in the table.

## **Revenue/Financing Plan**

The specific sources and amounts of revenue which will be used to pay for the proposed capital projects are identified in the Summary Tables or are found in detailed plans, e.g. 6 Year Road Program. The amounts of the revenue forecasts are based on a analysis of existing revenue to:

1 (1) determine the County’s financial ability, and (2) identify existing County revenues that can  
2 be used for future capital facility projects.

3 CIP Appendix “B”, “Revenue Sources for Capital Facilities” identifies sources of revenue that  
4 Island County could use or is using for capital facilities projects.

## 5 **Capital Projects**

6 Each capital improvement project is named and briefly described. Project locations are specified  
7 in the name or description of the project. The cost for each of the next six fiscal years is shown  
8 in thousands of dollars (\$1,000). All cost data is in current dollars; no inflation factor has been  
9 applied because the costs will be revised as part of the annual review and update of the Capital  
10 Improvement Plan. In some cases, e.g., Roads, only categories of expenditures are listed and  
11 reference is made to the more detailed 6 Year Road Program.

12 All capital improvements projects were prepared by the department that provides the public  
13 facility. In some cases such as solid waste and parks, references are made to miscellaneous  
14 projects and the actual project is not specifically identified.

## 15 **Non-Capital Alternatives to Achieving Level of Service**

16 Strategies, programs, technologies and other alternatives that do not require capital  
17 improvements projects to achieve the standard for level of service are discussed.

## 18 **Location of Current and Planned Capital Facilities**

19 The current facilities are identified in the inventory (Table FN-1). The proposed facilities are  
20 identified in CIP Appendix C.

## 21 **Selecting Revenue Sources for the Financing Plan**

22 One of the most important requirements of the Capital Facilities Plan is that it must be  
23 financially feasible; GMA requires a balanced capital budget. The following are excerpts from  
24 GMA pertaining to financing of capital improvements.

25 GMA requires “a six-year plan that will finance ... capital facilities within projected funding  
26 capacities and clearly identifies sources of public money for such purposes.”

27 For roads, GMA allows development when “a financial commitment is in place to complete the  
28 improvements . . . within six years” (emphasis added).

29 The County must be able to afford the standards of service that it adopts, or “if probable funding  
30 falls short of meeting existing needs” the County must “reassess the land use element” (which  
31 most likely will cause further limits on development).

1 In keeping with these requirements, the County's CFP 2.1 (see Objectives, Principles and  
2 Standards, above) requires, "conservative estimates of revenues from sources that are available  
3 to the County pursuant to current statutes, and which have not been rejected by referendum, if a  
4 referendum is required to enact a source of revenue." The revenue analysis forecasts existing  
5 revenue to: (1) determine the County's financial ability, and (2) identify existing Island County  
6 revenue that can be used for future capital facility projects.

7 "Revenue Sources for Capital Facilities" (Appendix B) identifies new sources of revenue that  
8 Island County could utilize for capital facilities projects along with existing sources.

## 9 **Capital Costs and Revenues**

### 10 **Revenue (Financing)**

11 The Growth Management Act requires that a financing plan be developed as an essential element  
12 of the Island County Capital Facilities Plan. County financial activities are organized into  
13 separate "funds" that correspond to various restrictions placed on the sources of revenues and the  
14 uses (purposes) of the expenditures. General Fund Revenues are not included, since it is  
15 anticipated that General Fund Revenues will not be available to finance capital improvements  
16 but will be allocated to noncapital, operational elements of the budget. Additionally the County  
17 has adopted County CFP Policy 2.3.3, which limits the allocation of the six year planning period  
18 revenues to debt service retirement. The "Policy" limits debt service expenditures to no more  
19 than 50% of the estimated six year planning period revenue for both REET Funds and the  
20 Conservation Futures Fund. Fund revenues allocated to capital projects are shown on the tabular  
21 summary of all capacity and noncapacity improvement projects.

22 Other funds are not included because they do not materially influence the availability of revenue  
23 for capital improvement projects, do not provide significant financing for the operation of capital  
24 facilities, or are restricted to non-capital expenditures. Based upon historical expenditures, it is  
25 estimated that on an annual basis 15% of the Solid Waste revenues and 20% of the Road  
26 Revenues have been allocated to capital improvements versus operational and maintenance  
27 expenditures. Current Expense Funds are not generally allocated to capital improvements.

## 28 **Tax Assumptions of the CFP**

29 The CFP is based in part on the growth of tax revenue and not new taxes. The tabular summary  
30 of capital improvement projects shows the six year planning period Road Levy, Real Estate  
31 Excise Tax Revenue (both REET 1 and REET 2), and the Conservation Futures Fund Levy.

## **CAPITAL FACILITIES**

### **Detention and Corrections Facilities**

#### **Current Facilities**

The Island County Detention/Corrections Center (ICDCC) serves the entire County population of 68,200 people. It has a current capacity of 58 inmate beds. Table DC-1 lists each facility, its current capacity and location.

The ICDCC is located in the County Annex Building in the Town of Coupeville.

#### **Level of Service (LOS)**

The 1994 Baseline LOS currently provided by the ICDCC is based on the current inventory of inmate beds minus those historically servicing non-county needs, i.e. beds rented to other jurisdictions, divided by the actual 1994 County-wide population. This equates to 0.50 beds per 1,000 population.

The LOS is 0.50 beds per 1,000 population, which does require any additional inmate beds above ICDCC's current capacity of 58 beds (see Table DC-2). This LOS represents actual, in-county usage of the ICDCC facility. The County should seek to maintain surplus capacity in excess of the established LOS as a means of operating an efficient and cost effective detention and correction facility. The Coupeville Courthouse Master Plan includes conceptual planning for an additional 16 beds. Currently approximately 18-20% of the detention facility population is "out-of-county".

#### **Capital Facilities Projects and Financing**

Detention and Corrections facilities include no capital projects at a cost of \$ 0.

#### **Non-Capital Alternatives for Achieving or Maintaining LOS**

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for corrections and detention facilities level of service.

##### **Alternative 1, Electronic Home Monitoring--Ankle Bracelet.**

This program increases the level of service provided to the courts as a sentencing alternative and decreases the level of service needed to provide 24-hour per day care and custody maintenance for participants who otherwise would be incarcerated.

##### **Alternative 2, Electronic Home Monitoring--Voice Print.**

Same as above.

Alternative 3, Work Release.

This program increases the options provided to the courts as a sentencing option along with an advantage to the participants by allowing them to retain their employment, and hence, provide for their families while incarcerated. However it maintains the amount of service needed to provide 24 hour per day care and custody for participants as they remain incarcerated.

Alternative 4, Day Reporting.

Day Reporting is an alternative to incarceration. Participating offenders will report daily to program personnel. During this reporting period the offender may receive one-on-one counseling or group counseling with the case worker and/or participate in appropriate classes such as AA meetings, domestic violence classes, drug rehabilitation, and driver education. Drug offenders would submit to drug testing. The offender's family may be involved in the various programs and would attend the daily reporting if suggested. Parenting classes given to offenders with a pattern of child abuse could include the child or children.

Alternative 5, D.W.I. Program--24 Hour Confinement.

This program increases the level of service provided to the courts as a sentencing alternative.

Alternative 6, Community Services.

Coordination and supervision of in-custody and non-custody individuals who would provide various services to county/city/state agencies and non-profit organizations.

Alternative 7, "Double" Bunking

State Jail Commission Standards allow additional bunks within existing detention facilities.

Table DC-1 Current Facilities Inventory <b>Detention and Corrections Facilities</b> The inventory of current Detention and Corrections capital facilities includes the following:		
Name	Capacity (Beds)	Location
Detention / Corrections Center	<u>58</u>	Coupeville
<b>TOTAL</b>	<b>58</b>	



**Table DC - 2 Capital Projects LOS Capacity Analysis  
Detention and Correction Facilities**

**COUNTY PROPOSED LOS = .50 BEDS PER 1,000 POPULATION**

Time Period	County- Wide Population	Beds @ 0.00050 per capita	Current Beds Available	Net Reserve or Deficiency
1994 Actual	68,200	34	58	24
1995 to 2000: Growth	13,300	6.6	24	17.4
<b>Total as of 2000</b>	81,500	40.6	58	17.4
<b>Total as of 2020</b>	118,800	59.4	58	(1.4)
<u>Capacity Projects</u>				
1. NCA - Double Bunking				
2. Jail Expansion		16 beds		

## Juvenile Detention Facilities

The construction, acquisition and maintenance of juvenile detention facilities for dependent, wayward, and delinquent children, separate and apart from the detention facilities for adults, is a mandatory function of several counties of the state. RCW 13.04.135 states that “Counties containing more than fifty thousand inhabitants shall, and counties containing a lesser number of inhabitants may, provide and maintain at public expense, a detention room or house of detention, separated or removed from any jail, or police station, to be in charge of a matron, or other person of good character, wherein all children within the provisions of this chapter shall, when necessary, be sheltered”. In addition RCW 13.04.145 requires educational program for juveniles in detention facilities. The following table represents the juvenile detention population for Island County for 1992, 1996, and 1997:

YEAR	AVERAGE LENGTH OF STAY (ALOS)	AVERAGE DAILY POPULATION (ADP)	NUMBER OF CASES
1992	7.8 days	.77	36
1996	13.0 days	2.24	63
1997	9.4 days	1.52	59

On behalf of the County Juvenile and Family Court Services, the Governor’s Juvenile Justice Advisory Committee for the State of Washington requested technical assistance from the Federal Office of Juvenile Justice and Delinquency Prevention designed to assess the need for secure juvenile detention in Island County. Based upon the findings of the report a stand-alone secure facility was eliminated from consideration in the short term because data indicated that there was only an occasional need. (The Coupeville Courthouse Master Plan does include conceptual

1 planning for a 10-bed juvenile detention facility.) The primary recommendation of the report  
2 was to pursue “care contracts” for secure detention services from neighboring counties. The  
report also recommended the following non-capital alternatives for juvenile detention facilities:

3 Alternative 1, Summons and Citations

4 When youths are arrested, instead of taking the youth to detention, issue a  
ticket/summons/citation. The youth is released to their home and notified when and where to  
appear in court.

5 Alternative 2, Home Detention

6 The County’s electronic surveillance program (ESP) relies on remote monitoring equipment to  
supervise youths. Home detention programs permit youths to reside in their homes pending their  
7 appearance in court. They meet with home detention caseworkers daily.

8 Alternative 3, Emergency Shelter Services

9 Emergency shelter care services provide temporary residential placement for youths who do not  
require locked security but who are unable to stay in their homes or who do not have homes.

10 Alternative 4, Runaway Programs

11 Runaway programs are variations on group residences and/or host homes that specifically target  
runaway and “throwaway” youths.

12 Alternative 5, Holdover Facilities

13 The problem of juveniles going to custody often results from a crisis situation and the need to  
maintain supervision over a young person for a short period of time. Holdover facilities are  
14 excellent options for intermediate detention needs, particularly in rural areas where few other  
options exists.

15 Alternative 6, Group Detention Homes

16 Group detention homes are generally community residences used to house between seven and  
twelve youths. A group home detention program provides its residents with counseling,  
17 concerned adult supervision, and an alternative living situation.

18 Alternative 7, Staff Secure Facilities

19 Studies have shown that many youths currently detained do not require secure detention to  
protect the public as much as to ensure that the youth appear in court of for his/her safety. For  
20 these youths, staff-secure facilities, rather than architecturally-restrictive programs, may be more  
appropriate.

21 Alternative 8, Emergency Foster Care

22 Temporary foster care specifically for pretrial juveniles.

23 Alternative 9, Pioneer Human Services Proposal

A detention facility operated by a private organization in conjunction a group home.

1 Alternative 10, Release at arrest

2 This option would require the youth or parent to make contact with juvenile court services the  
3 next working day.

4 Alternative 11, Contracts with Detention Facilities

5 Contracts to purchase bedspace at Whatcom, Clallam, and/or Lewis County and agreements to  
6 purchase bedspace at other county facilities.

7 Alternative 12, Amendment to Federal Law

8 An amendment to existing federal/state law/guidelines could be pursued which would allow a  
9 limited exception for rural counties to hold juveniles in a segregated part of the adult jail.

10 **County Government Buildings: General Administration**

11 The County's inventory of General Administration Buildings totals 55,414 square feet (net  
12 departmental work space shown in Table GA-1 plus 20% additional square footage for common  
13 areas, (less courtrooms, sheriff, and detention). The office and crew space for various satellite  
14 facilities is also included as administrative office space. Table GA-1, "Current Facilities  
15 Inventory", lists each facility and location.

16 The inventory also includes leased space at several additional buildings, as listed in Table GA-1.

17 **Level of Service (LOS)**

18 The 1994 Baseline LOS currently provided is based on the current inventory of net square feet  
19 divided by the actual 1994 County-wide population. This equates to .81 square feet per capita.

20 The County LOS is 1.00 square feet per capita (1000 square feet per 1000 population). To  
21 achieve this LOS, an additional 13,300 square feet will be required (see Table GA-2A). This  
22 LOS (1) assumes discontinuing the policy of leasing some County office space, and (2) will  
23 enable the County to respond somewhat to the regional needs for additional square feet of office  
24 space as the County-wide population continues to increase over time.

**Capital Facilities Projects and Financing**

Refer to the tabular summary of capacity and noncapacity improvement projects for project costs  
and financing.

## **Non-Capital Alternatives for Achieving LOS**

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for general administration buildings level of service.

### Alternative 1, Renovate existing buildings.

Rather than constructing new space, adaptively reuse and renovate existing buildings at a much lower cost.

### Alternative 2, Telecommuting.

Identify jobs that can be performed at remote locations (i.e., employee residences).

### Alternative 3, Flextime.

Institute flex schedules wherein some employees work shifts other than 8:00-5:00 on weekdays. Workstations can be shared.

**Table GA-1 Current Facilities Inventory**  
**General Administration Buildings**

The inventory of current General Administration Buildings includes the following

Name	Capacity (Net Sq. Ft.)	Location
Courthouse (less courtrooms and detention)	9,656	Coupeville
Courthouse Annex (less Sheriff)	8,243	Coupeville
District Court Building *	6,000	Oak Harbor
Kaul Building	1,835	Coupeville
All Residences	5,461	Coupeville
Nursing Building	1,185	Coupeville
Camano Annex	1,497	Camano Island
Off-site Records Building	4,000	Coupeville
Road Shops (4) *	1,500	Regional
Oak Harbor Family Resource Center	5,600	Oak Harbor
Johnson Building	4,352	Coupeville
Solid Waste: *		
a. Hazardous Waste	600	Coupeville
b. Transfer Station	700	Coupeville
c. Satellite Stations (4)	400	Regional
Animal Control *		
a. Whidbey	200	Coupeville
b. Camano	400	Camano
Parks Building *	100	Coupeville
Total (Net Sq. Ft.)	51,729	
Add 20% common space	10,345	
TOTAL Sq. Ft.	62,074	

\* Includes only office and/or crew areas of buildings.

Table GA-2A Capital Projects LOS Capacity Analysis General Administration Buildings				
COUNTY PROPOSED LOS = 1000 SQUARE FEET PER 1000 Population				
Time Period	County- Wide Population	Sq. Ft. @ 1.00 per 1000	Current Sq. Ft. Available	Net Reserve or Deficiency
1994 Actual	68,200	68,200	62,074	(6,125)
1995 to 2000: Growth	13,300	13,300	62,074	(19,425)
<b>Total as of 2000</b>	81,500	81,500	88,313	6,813
<b>Total as of 2020</b>	118,800	111,713	107,513	(4,200)
<u>Capacity Projects</u>				
1. First Phase - Coupeville Campus- (1999)			23,700 (18,239 net)*	
Satellite Services				
Camano Health (1998)				
South Whidbey Health (1998-99)			4,000	
Camano Annex (includes District Court)			4,000	
Second Phase - Coupeville			3,200	
Campus plus health addition				
Subtotal - New			16,000	
			45,439	
<b>Total</b>			107,513	(4,200)

\* Courthouse Annex expansion results in the loss of 5,461 sq. ft. currently available in 5 residences.

In conjunction with the Coupeville Campus project, funds may be allocated to replace the existing law library with an automated CD-ROM computer system.

## **County Government Buildings: Courts**

### **Current Facilities**

The inventory of District Court and Superior Court facilities at the County includes two courtrooms per full-time District Court judge and one courtroom/hearing room per Superior Court judicial position. Table DSC-1, “Current Facilities Inventory”, lists each type of facility along with its location.

### **Level of Service (LOS)**

The 1994 baseline LOS for Superior Courts is 0.029 courtrooms per 1,000 population. This LOS is based on the current inventory of courtrooms divided by the actual 1994 countywide population. For District Court the 1994 Baseline LOS is 0.015. Even though 2 District Courtrooms are available only one District Court Judge is authorized. Only one of the District courtrooms is therefore used to establish the baseline LOS. For District Court the leased space in Langley and on Camano Island was not included in determining the existing LOS. Langley court is held twice per month and Camano once per month. Generally, the District Court LOS represents the equivalent of 2 courtroom per full-time judicial position, and the Superior Court LOS represents the equivalent of 1 courtroom per judicial position.

The County proposed LOS for District Court facilities is the same as the 1994 Baseline LOS. A multi-purpose room included in the Camano Annex proposal will be designed to accommodate Camano District Court needs by 2001. The County proposed LOS for Superior Court facilities is the same as the 1994 Baseline LOS, and will not require additional courtrooms through 2000 (see Table DSC-2B). Each LOS will enable the County to maintain the same ratio of courtrooms to judges and will respond adequately to the need for additional courtrooms as District Court and Superior Court cases continue to increase over time.

The County proposed LOS assumes that new judicial positions will be authorized by the State Legislature. RCWs of the State of Washington govern the authorization process for additional judicial positions in District Courts and Superior Courts. The State Legislature authorizes additional positions primarily based upon weighted caseload analysis. The RCWs stipulate that additional positions shall be established only if the legislative authority of the affected county approves of additional positions and agrees to pay the costs associated with the positions.

### **Capital Facilities Projects and Financing**

District Court and Superior Court facilities include one capital project which is shared District Court use of a multipurpose room in the Camano Annex Project.

## Non-Capital Alternatives for Achieving LOS

The following non-capital alternatives discuss strategies, programs, technologies, and other alternatives that do not require capital improvements projects to achieve the standard for court facilities level of service.

### Alternative 1

Full utilization of existing District Court Facilities and increased use of rental space.

### Alternative 2, Pre-trial Arrangements.

Expansion of mandatory and non-mandatory arbitration and settlement conferences.

### Alternative 3, Family Court Services.

Family court services include pre-trial services and domestic violence services.

### Alternative 4, Private Court Services.

Private court services include such services as the Judicial Arbitration and Mediation Service and are available as a non-public alternative to the court system. Retired judges hear disputes and the litigants bear the full cost of the service.

### Alternative 5, Night Court.

A night court could be established for arraignments, pleas, non-jury divorce trials (if half day or less), or similar matters.

### Alternative 6, “Avoidance” Programs.

Programs that educate, counsel, or provide alternatives to unacceptable behavior (i.e., D.A.R.E., A.A., etc.) reduce the number of contacts with the law enforcement, judicial, and detention systems.

### Alternative 7, Dispute Resolution Center

Table DSC-1 Current Facilities Inventory

**Court Facilities**

The inventory of current District Court and Superior Court facilities includes the following:

Name	Capacity	Location
A. District Court	2	Oak Harbor
B. Superior Court	2	Coupeville



Table DSC-2A Capital Projects LOS Capacity Analysis  
County Government Buildings: District Court

COUNTY PROPOSED LOS = 1 COURTROOM PER FULL-TIME JUDICIAL POSITION

Time Period	County- Wide Population	Courtrooms Required @ 0.015 per 1000 population	Current Courtrooms Available	Net Reserve or Deficiency
1994 Estimated	68,200	1	2	1
1995 to 2000: Growth	13,300	.2	2	.8
<b>Total as of 2000</b>	81,500	1.2	2	.8
<b>Total as of 2020</b>	118,800	1.8	2	.2
<u>Capacity Projects</u>				
1. NCA-Leased space at S. Whidbey satellite facility			1	
2. Camano Annex			1	2.2

Table DSC-2B Capital Projects LOS Capacity Analysis  
County Government Buildings: Superior Court

COUNTY PROPOSED LOS = 1 COURTROOM PER FULL-TIME JUDICIAL POSITION

Time Period	County- Wide Population	Courtrooms Required @ 0.029 per 1,000. population	Current Courtrooms Available	Net Reserve or Deficiency
1994 Estimate	68,200	2	2	0
1995 to 2000: Growth	13,300	.4	2	(.4)
<b>Total as of 2000</b>	81,500	2.4	3	.6
<b>Total as of 2020</b>	118,800	3.2	2	(.2)
<u>Capacity Projects</u>				
1. First Phase – 1999		1		(.2)

## **Law Enforcement: Sheriff Department Buildings**

### **Current Facilities**

The current inventory of Sheriff Department buildings totals 5,420 square feet (net departmental work space plus 10% additional square footage for common areas: halls, restrooms, maintenance/storage areas, conference rooms, etc.) The inventory also includes leased space for 2 substations. Table SD-1, “Current Facilities Inventory”, lists each facility along with its location. It does not include the administrative area of the detention facility.

### **Level of Service (LOS)**

The 1994 Baseline LOS currently provided by the Sheriff Department Buildings is based on the current inventory of square feet divided by the actual 1994 unincorporated County population. This equates to 0.12 square feet per capita.

The County proposed LOS is 0.12 square feet per capita, which requires an additional 130 square feet above the Department’s current capacity of 5,420 square feet (see Table SD-2).

### **Capital Facilities Projects and Financing**

None proposed. In lieu of a capital project, the Sheriff’s Department proposes leasing additional space for the South Whidbey substation; a non-capital alternative.

### **Non-Capital Alternatives for Achieving LOS**

The following non-capital alternatives discuss strategies, programs, technologies, and other alternatives that do not require capital improvements projects to achieve the standard for Sheriff Department capital facilities level of service.

#### **Alternative 1, Lease Community Policing Offices.**

Lease small office spaces in population or business centers to provide work space for staff and volunteers.

#### **Alternative 2, Sharing Facilities.**

Sharing of facilities with other county agencies as well as other government agencies.

#### **Alternative 3, “Avoidance” Programs.**

Programs that educate, counsel, or provide alternatives to unacceptable behavior (i.e., D.A.R.E., A.A., etc.) reduce the number of contacts with the law enforcement, judicial, and detention systems.

**Table SD-1 Current Facilities Inventory  
Sheriff Department Buildings**

The inventory of current Sheriff Department Buildings includes the following:

Name	Capacity (Net Sq. Ft.)	Location
County Courthouse Annex	3,400	Coupeville
Evidence Storage	1152	Coupeville
Camano Precinct	548*	Camano Island
North Whidbey Precinct - leased space	200	Oak Harbor
South Whidbey Precinct - leased space	120	Clinton
<b>TOTAL</b>	<b>5,420</b>	

\* Level of Service is not achieved for Camano Precinct

**Table SD-2 Capital Projects LOS Capacity Analysis  
Law Enforcement - Sheriff Department Buildings**

**COUNTY PROPOSED LOS = 0.12 SQUARE FEET PER CAPITA**

Time Period	Unincorp County Population	Sq. Ft. @ 0.1170 per capita	Current Sq. Ft. Available	Net Reserve or Deficiency
1994 Actual	46,270	5,420	5,420	0
1995 to 2000: Growth	11,030	1,290	5,420	(1,290)
<b>Total as of 2000</b>	<b>57,300</b>	<b>6,704</b>	<b>8,852</b>	<b>2,148</b>
<b>Total as of 2020</b>	<b>83,400</b>	<b>9,757</b>	<b>10,652</b>	<b>895</b>
<u>Capacity Projects</u>				
1. Bayview Precinct (1996)			1,200	
2. Camano Precinct (1998)			1,200	
3. North Whidbey Precinct (1998)			1,200	
4. First Phase - Coupeville Campus (1999)			4,100	
Second Phase - Coupeville Campus			1,800	
<b>Total</b>			<b>9,500</b>	

\* Total new precinct 1,200 minus existing space.

## **Morgue Facilities**

### **Current Facilities**

The County does not currently provide for or equip a Public morgue. Autopsies or post mortems have been historically performed in rented space in local funeral establishments on an as-needed basis. Autopsies are performed by contracted pathologists. In some circumstances the public morgue in Snohomish County has been used. While RCW 68.52.010 authorizes counties to provide and equip a public morgue, facilities may also be jointly established or used pursuant to RCW 39.34 - Interlocal Cooperation Act. In 1993, 35 autopsies were required and performed. The County currently rents space in funeral homes to store the remains of deceased individuals who have no immediate family. A morgue facility would serve this function until arrangements for final disposition are made.

### **Level of Service (LOS)**

Since the County does not currently provide nor equip a morgue an LOS is not being established at this time. It is recommended that the County Law and Justice Committee together with the Coroner, initiate an evaluation of the need for a morgue and explore capital, noncapital, and intergovernmental cooperative alternatives.

## **Parks and Recreation**

### **Current Facilities**

Island County owns and operates 24 Community Parks on Whidbey and Camano Islands totaling 77.8 acres. Rhododendron Park (32 acres) in Central Whidbey is the largest park in the system. Many of the smaller park sites, less than one acre in size, provide only water access or boat launch facilities. The County also owns two large parcels of undeveloped land totaling 77.8 acres that may be developed for park and recreation purposes. The County does not own or operate any park facilities that are large enough to be considered as Regional Parks. Due to the predominantly rural nature of the county, most smaller parks are more accurately described as Community Parks instead of Neighborhood Parks.

In addition to the County facilities, Park and Recreation Districts and Port Districts own and operate 59.5 acres of land for park and recreation activities in unincorporated areas of the County. The total acreage owned and operated by the County, Port Districts, and Park and Recreation Districts (137 acres) was used for the purposes of determining a existing level of service (LOS).

There are no significant official trail systems located in Island County outside of Federal- and State-owned or managed lands at the present time and no established LOS standard for trails. However, Island County has prepared and adopted a non-motorized trails plan for Camano and Whidbey Islands. Federal transportation funding was received and was dedicated for the planning. Additional funding was provided for construction of 9 miles of trails.

## **Level of Service (LOS)**

The 1994 Baseline LOS currently provided by the County's park system, including Port and Park District facilities, is based on the current inventory of park acres divided by the 1994 unincorporated Island County population. This equates to an existing Community Parks LOS of 2.96 acres per 1,000 population. The proposed LOS for Island County Community Parks is 3.5 acres per 1,000 population which is consistent with the minimum guidelines established by the Interagency for Outdoor Recreation (IAC). Efforts should be made to increase the existing 2.96 acre LOS to meet the proposed 3.5 acre LOS standard during the next six year planning period. This can be accomplished by initiating school playground and County parks joint agreements, encouraging private donations, aggressively seeking grant funding or Public Works Trust funding, the use of Conservation Futures Funds, and the dedication of a portion of the REET 1 and REET 2 Funds for park acquisition and development purpose as allowed by fund restrictions.

## **Non-Capital Alternatives for Achieving LOS**

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for Parks and Recreation capital facilities level of service.

### Alternative 1, School Community Recreation Center.

Parks and Recreation would utilize school facilities to provide community recreation resources and services.

### Alternative 2, Future Joint Construction of Schools and Parks.

As new schools are planned and built, the County contributes to the school construction program for joint development and use of the facilities.

### Alternative 3, Adding Multi-purpose Trails to All Public Facilities.

Parks Department provides facilities and services which meet the Clean Air Act by reducing commute trips through the use of public trails and promotional programs.

### Alternative 4, Athletic Field Lighting at Park Facilities.

Provide athletic field lighting at recreation fields such as the Dave Mackie and Porter Field to extend their hours of operation.

### Alternative 5, Land Use Permit Process.

The current zoning code regulations require special use permits for public parks, or additions to existing public parks. Donations of land for park, trail and open space purposes should be encouraged.

Table PR-1  
Current Facilities Inventory \*  
**Parks and Recreation Facilities**

\*The inventory of current parks and recreational facilities is on file in the County's Parks Department

Table-PR-2A Capital Projects LOS Capacity Analysis  
**Parks and Recreation - Community Parks**

COUNTY PROPOSED LOS = 3.5 ACRES PER 1,000 POPULATION

Time Period	Unincorp. County Population	Acres 0.00350 per capita	Current Acres Available	Net Reserve or Deficiency
1994 Actual	46,270	162.0	137	(25 acres)
1995 to 2000: Growth	11,030	38.6	137	(27.3 acres)
<b>Total as of 2000</b>	57,300	200.5	540	339.5
<b>Total as of 2020</b>	83,400	291	540	249
<u>Capacity Projects</u>				
1. Taylor Park (1995)			33	
2. Hurt Park (1999)			30	
3. Kettles (1997)			80	
4. Greenbank (1997)			250	
5. English Boom (1998)			10	

Table-PR-2B Capital Projects LOS Capacity Analysis  
**Parks and Recreation – Trails**

Time Period	Unincorp. County Population	Miles .00050 per capita	Current Miles Available	Net Reserve or Deficiency
1994 Actual	46,270	23	0	(23)
1995 to 2000:	11,030	5.5	0	(28.6)
<b>Total as of 2000</b>	57,300	28.6	19	(9.6)
<b>Total as of 2020</b>	83,400	36.8	19	(17.8)
<u>Capacity Projects</u>				
1. Cedars Trail			3	
2. Camano Trail			1	
3. Kettles (1998)			10	
4. Greenbank			5	

\* Trails are shown in both this section and the Road Section for the convenience of the reader. Numbers will not be duplicated for budgetary purposes.

## **Roads**

### **Current Facilities**

The Island County Public Works Department's road inventory (Road Log) consists of all roads under the jurisdiction of Island County. The road inventory includes all functional classes of roads (major and secondary arterials, collectors and local access). Table TR-1, "Current Facilities Inventory," lists each road within the County system.

### **Level of Service (LOS)**

Island County selected the LOS methodology as defined in the 1985 Highway Capacity Manual (TRB Special Report 209) and applied it to all roads within the arterial system. LOS Standards for county arterials and their intersections, including city or town arterials in Urban Growth Areas is detailed in the Transportation Element and the CFP. LOS standards for state transportation facilities are recommended in the Transportation Element, but are adopted in the Regional Transportation Plan.

### **Capital Facilities Projects and Financing**

Road projects in the CFP represent capacity-related projects and non-capacity related projects as specified in the 6 year Transportation Improvement Program (TIP). Financing for these projects come from the following sources: Property Taxes, Capron Refunds, Road Fuel Tax, Fees, Surface Transportation Program, Rural Arterial Program, County Arterial Preservation Program and other funds.

### **Non-Capital Alternatives for Achieving LOS**

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require the traditional transportation improvements to achieve the standard for Road LOS.

#### Alternative 1, Commute Trip Reduction (CTR)

State law requires major employers (those with over 100 employees) to reduce Vehicle Miles Traveled (VMT) per employee by 15%, 25% and 35% by 1995, 1997, 1999 respectively. Strategies may include HOV subsidies, parking pricing, telecommuting, etc.

#### Alternative 2, Telecommuting.

Employees would be allowed to work at home rather than at an office, or to work at satellite offices in closer proximity to their homes.

#### Alternative 3. Limiting On-Site Parking at New Employment Sites.

This alternative would lower minimum parking space requirements at new employment sites.

Alternative 4, Local Government Contribution to Transit Service.

The County would contribute funds to improve transit service.

Alternative 5, Roadside Utility Relocation

This program would relocate above-ground utilities, which due to their close proximity to the roadway, reduces the capacity of the roadway.

Alternative 6, Speed Limit Evaluations

This program would provide standards in which speed limit is evaluated with respect to the functional classification of the road.

**Concurrence ( Adequate Public Facilities)**

In compliance with GMA and the Island County CFP, adequate roads must be available within 6 years of each new development or within 6 years of the time that the road falls below the LOS standard.

Table TR-1 Current Facilities Inventory *
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<b>Road Facilities</b>
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* The voluminous inventory of current Road facilities is on file in the County's Department of Public Works.
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Table TR - 2 LOS Capacity Analysis of Arterial System *
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<b>Road Facilities</b>
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* The Capacity Analysis is contained in the Transportation Element.
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## **Septage Treatment and Utilization and Sanitary Sewer Treatment and Collection**

### **Current Facilities**

Sanitary septage facilities owned by the county are limited to a septage treatment facility. Three wastewater treatment plants, one lagoon system and related collection lines/outfalls serve the three incorporated cities with sanitary sewer. In addition the City of Langley will provide septage treatment to an estimated 250 on-site systems within the Langley UGA. One existing municipally-owned (Penn Cove Sewer District) treatment plant and an additional treatment plant serve some 500 residential units: North Penn Cove and Holmes Harbor Golf & Country Club, respectively. An estimated 2,700 Camano Island residential, on-site systems use out-of-county treatment plants. Sewer studies are currently in process for Clinton on South Whidbey and Juniper Beach on Camano Island. In both of these cases Sewer District operations are envisioned. The Washington State Parks and Recreation Commission identified a need to upgrade the existing wastewater treatment facilities serving Deception Pass State Park's developed areas. The Park is one of the most heavily used state parks in Washington State, experiencing up to 7,000 visitors per day during the summer months. Approximately 500,000 to 600,000 visitors were expected during July of 1997. The sewage system at Deception State Pass Park currently consists of antiquated drainfield systems that were not designed to handle the capacity the Park currently needs. State Parks has reached an agreement with the Whidbey Naval Air Station (NAS Whidbey) for joint use of its wastewater treatment and disposal facilities.

An estimated 75% of the Whidbey Island residential units, presently estimated at 17,000 systems are served by the septage facilities with as many as 25,000 projected by 2020. An estimated 2,700 Camano Island residential on-site systems use out-of-county treatment plants with as many as 4,400 systems by 2020. A summary of Island County owned septage/sanitary sewer facilities in Island County appears in Table SS-1.

### **Level of Service (LOS)**

LOS standards on a Residential Equivalent (RE) basis are shown for volume in gallons per day for existing trans-shipment and gallons per year for treatment, assuming a 10 year pumping cycle. (Residential units may pump every 7 to 15 years, more frequently where housing turnover is higher.) The Health Department recommends a septic tank inspection every 3 years with pumping as required.

Municipally-owned Waste Water Treatment Plants will continue to provide residential service to limited service areas with special needs outside of the three existing incorporated jurisdictions. Island County has no plans at this time to provide sanitary service other than septage treatment.

The initial septage treatment plant design capacity was on the order of 5,100 gpd. or an annual treatment capacity of some 1.6 million gallons per year less 15% reserve. This translated to a 103.4 gal./RE/yr. capacity for Whidbey's 15,300 systems on a 10 year cycle, 87.9 gal/yr.

1 including Camano's 2,700 systems in 1994. Operating experience has demonstrated that plant  
2 efficiency may be as much as 100% over the initial estimates. The plant in its existing  
3 configuration, without including a 15% reserve, is of sufficient capacity to provide LOS capacity  
4 of 99.2 gal/yr. for a Whidbey population of 25,000 residential equivalents and/or a 83 gal./yr.  
5 LOS capacity for Camano's residential equivalent in 2020.

6 Eighty gallons per year per residential equivalent is the base LOS, based upon a 10 year  
7 pumping cycle.

## 8 **Capital Facilities Projects and Financing**

9 Capital costs for the county septage facilities during the 1994-2000 period were \$1.794 million:  
10 the 1994 initial capital cost of the treatment plant including a 10% contingency. The standard  
11 table used throughout the CIP, i.e. "CFP Projects and Financing Plan - Sources and Uses of  
12 Funds" is not necessary nor prepared for this planning period. Additional capital facilities in the  
13 years 2010-2020 may include pond liner replacement at an approximate cost of \$110,000.  
14 Additional rolling stock may be required, e.g. tractor/tanker, or alternative solids/composting  
15 equipment. Capital costs are estimated at \$140,000 for these items.

16 If only the Whidbey residential equivalent is projected (25,000 R/E's), capacity of the plant is  
17 sufficient at a 33% increased efficiency with a net reserve of 4.32 gal/yr., including a 15%  
18 reserve. If Camano residential equivalency is included (29,600), a deficit of 8.8 gal/re/yr. is  
19 forecast. This means either that an additional increase in efficiency (40%) can be projected or a  
20 new digester at \$150,000 would have to be considered in approximately 2018.

21 Proposed financing of septage capital facilities is by tipping fees and grants shown in Table SS-3  
22 "CFP Projects & Financing Plan." Like Solid Waste Fees, Septage Fees will be established for a  
23 period of 3 years by rate studies based on data from the previous 3 years. The availability of  
24 grants for septage operations after FY 1994 is unknown.

## 25 **Non-Capital Alternatives for Achieving LOS**

26 Certain non-capital alternatives may be available to maintain the existing LOS with a reduction  
27 in future capital expenditures.

### 28 Alternative 1, Operational Intensity:

29 As noted in Section 2, plant operating efficiencies can be expected to increase over the original  
30 conservative design assumptions. A 33% efficiency increase can be further enhanced by  
31 switching to a continuous mode versus a batch mode. Trans-shipment tanks could be used as a  
32 buffer if required.

### 33 Alternative 2, Regional Cooperation:

34 Continued use of regional, out-of-county facilities for Camano septage would reduce the expense  
35 for plant expansion.

Alternative 3. Use of Private or Municipal Facilities:

It is possible but not probable that municipal and private facilities would be available to provide an alternative to septage capital facility expansion. For example, Langley, by agreement with Island County, is treating septage generated within the Langley UGA. Problems exist with respect to diminishing long-term capacity of municipal and private waste water plants due to increasing demand from expanding population and the relatively high processing water demand for septage in small plants.

Table SS-1, "Current Facilities Inventory", lists only the County facility along with its current capacity and location.

Table SS-1 Current Facilities Inventory <b>Septage Facilities</b> The inventory of current Septage facilities includes the following:		
Name	Capacity (Net gpd)	Location
A. Coupeville Septage Treatment		Coupeville
<b>TOTAL</b>	5,100 - 6,800 *	

• 33% increase may still be a conservative estimate. It may be possible to double capacity by use of the continuous batch process.

Table SS-2 Capital Projects LOS Capacity Analysis <b>Septage Treatment and Utilization</b>				
COUNTY PROPOSED LOS =80 GALLONS/YEAR /RESIDENTIAL EQUIVALENT				
Time Period	County Residential Equivalents (RE's) - includes Camano	Avg. Daily Demand @ 80 GPD/RE	Net Available (Less 15% Reserve)	Net Reserve or Deficiency
1994	19,750	80	107.2	27.2
1995 - 2000: Growth	6,517	80		
<b>Total as of 2000</b>	18,900	80	83.7	3.7
<b>Total as of 2020</b>	29,600	80	71.21	(8.79)
<u>Capacity Projects</u>				
1. Continuous Mode (NCA) and additional digester				

## **Solid Waste**

### **Current Facilities**

Presently the majority of Island County's municipal solid waste (MSW) is received at the Coupeville Transfer Station. Waste received from 2 outlying transfer stations is transported to the central facility at Coupeville for final processing/transshipment. In 1996 the Camano Transfer station was upgraded to handle transfer trailers. As a result the Camano Island waste stream is transported directly to the Seattle intermodal facility for transfer and rail transport to a regional landfill. Recycling activities take place at all facilities. The County maintains and operates an asbestos disposal area and an inert/demolition landfill at the Coupeville facility.

Centralized processing of Moderate Risk Waste (MRW), comprised of Household Hazardous Waste (HHW) and Small Quantity Generator Waste (SQG), takes place at the Coupeville facility. Three MRW satellite collection facilities are located at MSW transfer stations and service outlying areas. Naval Air Station Whidbey Island (NASWI) disposes of its waste in a separate Mixed Municipal Solid Waste Transfer Station. NASWI operates its own recycling program; Navy families/dependents use the County MRW facilities.

Waste hauling to County facilities from unincorporated Island County and the jurisdictions of Coupeville and Langley is by franchised haulers. The City of Oak Harbor hauls its own MSW. Transport and disposal of compacted Island County's MSW is contracted to a private regional landfill.

In the 1994 Amendment to the 1991 Solid Waste Management Plan, the Board of County Commissioners reaffirmed waste reduction and recycling as a county solid waste management priority. Table SW-1, "Current Facilities Inventory - Solid Waste Facilities," lists each Island County facility, its processing or storage capacity, and location. (Storage Capacity = volume of containers or facility without consideration of multiple daily servicing.)

### **Level of Service (LOS)**

Solid Waste LOS on a per-capita basis is shown as per capita weight per day in Table SW-1. LOS levels are shown by sub-regions of Whidbey and Camano Islands. LOS for Moderate Risk Waste is shown on a volume per 1000 persons basis. The partial diversion of the Camano waste stream from the Coupeville transfer station increased the facilities capacity by as much as 15%.

### **Capital Facilities Projects and Financing**

Capital costs for the county solid waste system during the 1995-2020 period are estimated at \$2,500,000.

Tipping fees will continue to be established for a period of 3 years by rate studies based on data from the previous 3 years. Availability of grants, which normally cover 50-60% of waste reduction/recycling and moderate risk waste capital improvements, is speculative and therefore grant revenues are not shown as a funding source.

## Non-Capital Alternatives for Achieving LOS

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for solid waste capital facilities level of service.

### Alternative 1, Operational Intensity:

Existing capital facility use, particularly storage capacity, can be increased by increasing the level of servicing; receiving facilities such as containers or compactors can be emptied at a higher rate than at present. The central transfer station can be operated at a higher level by increasing operating hours.

### Alternative 2, Regional Cooperation:

Use of regional instead of county facilities for activities such as construction/demolition recycling, yard waste composting, certain aspects of household/small quantity generators (HHW/SQG) handling/disposal can reduce further capital facility expense.

### Alternative 3, Use of Private Facilities:

Yard waste composting, material recovery facility (MRF), recycling collection, and sale of materials are programs which now and in the future will depend on cooperation with the private sector to avoid capital facility costs.

### Alternative 4, Redefine Recycling Priorities:

The County may re-define priorities for recycled material using a procedure established in the 1994 Solid Waste Management Plan Update. A concurrent ban on certain materials could be considered. This alternative may be of limited value since any capital cost saving for processing facilities would be expended in another solid waste sector. For example, diverting (worthless) green glass from the recycling sector would re-direct it to an inert disposal facility or actually incur additional capital costs for processing for road bedding.

### Alternative 5, Recycling Education and Promotion

Develop adult and classroom educational programs such as Waste Warriors

Table -A Solid Waste Stream Projections (1995-2010) Island County				
Time Period	County Waste Stream, Person-Years	Annual Demand Tons @ 0.49 Per Capita	Recycled Waste Tons @ .11 Per Capita	Residential Tonnage requiring Landfill
1994 Actual	63,200	30,968	6,952	24,016
1995 - 2000	18,300	8,967	2,013	6,954
<b>Total as of 2000</b>	81,500	39,935	8,965	30,970
<b>Total as of 2020</b>	118,300	57,967	13,013	44,954

\* Figures do not include Naval Air Station Population served by non-county system

### Capital Facilities Projects and Financing

Solid waste facilities include upgraded transfer station compactor, transfer station expansion, new regional compactors, capital equipment, and additional scale improvements at both Camano and Whidbey transfer stations. The proposed financing is tipping fees (see Table SW-2). The forecast of tipping fee revenue is prepared every three years in association with the rate analysis.

Table SW-1 Current Facilities Inventory <b>Solid Waste Facilities</b> The inventory of current Solid Waste facilities includes the following:		
Name	Capacity-yds./person/day (as shown)	Location
<u>Processing Facility</u>		
A. Coupeville Transfer Station	5.8/day	Coupeville
<u>Collection-only Facility</u>	Static Capacity	
B. Coupeville	2.9	Coupeville
C. Oak Harbor	2.0	Oak Harbor
D. Camano	8.4	Camano
E. Bayview	2.3	South Whidbey
F. Freeland	1.2	Freeland
G. Moderate Risk Waste	109 gal/1000 persons	Coupeville, Oak Harbor, Camano, & South Whidbey

## **Surface Water Management**

### **Current Facilities**

The storm drainage facilities within Island County include a diverse combination of natural systems and constructed conveyance and control facilities. Ownership, maintenance responsibilities, and stewardship of drainage facilities takes place by a variety of means.

The National Pollutant Discharge Elimination System (NPDES) program requires that point source discharges meet federal and state water quality standards and that routine monitoring be conducted to insure compliance. Discharges from Island County's stormwater infrastructure are not currently regulated under the NPDES municipal discharge requirements. It is anticipated that Island County will be required to meet permit requirements in the future for certain facilities/discharges. As a result a water quality level of service standard is adopted.

The Puget Sound Water Quality Management Plan first adopted in 1989 identified the need for a watershed management process to systemically address nonpoint sources of pollution throughout the Puget Sound Basin. This plan also directed each county within the Puget Sound Basin to rank its watersheds in order of priority for developing action plans to control nonpoint source pollution. The Puget Sound Water Quality Management Plan also directed the Department of Ecology to develop a technical manual addressing erosion and sedimentation control, runoff control, and pollution from land uses. All cities and counties within the basin are required to adopt ordinances and technical manuals that are "substantially equivalent" to that of the models developed by the Department of Ecology.

The long-term depletion of salmonid stocks in the state has resulted in several listings of fish runs under the federal Endangered Species Act. Salmon and steelhead runs in the state have been listed as threatened or endangered under the federal Endangered Species Act. The state or the federal government will be required to develop an acceptable plan that will lead to the recovery of these species. In response to the listing, HB 2496 assigned the Fish and Wildlife Commission with the responsibility for developing a statewide salmon enhancement plan, including proposed enhancement projects. Criteria that must be considered by the commission in formulating the project proposals include, among others, preservation of native salmon runs, likely increase in resource productivity, and compatibility with regional plans. As a result a habitat level of service standard is adopted.

### **Level of Service (LOS)**

Drainage facilities within Island County are composed of three basic types: (1) conveyance systems, (2) rate control (detention) systems, and (3) natural and man-made enhancement facilities. The nature and function of the county's infrastructure is governed by topography and geology, and flows without consideration of property ownership, land use, or political boundaries.

Conveyance systems include natural and man-made open channels as well as pipe systems and culverts. These systems may be located on private property or within county right-of-way. The

1 division of ownership, function, and location determines the entity responsible for facilities  
2 maintenance. In most cases, however, acceptance of the responsibility for maintenance for  
3 privately-owned systems is deferred and many system (whether privately or publicly owned)  
4 were not designed to accommodate the surface water capacity or quality concerns of today's  
5 needs.

6 Development activities taking place within Island County are conditioned during the application  
7 and approval process to comply with the requirements of the county's drainage regulations.  
8 Drainage control and water quality enhancement facilities constructed for new developments are  
9 maintained privately. Drainage controls should be flexible enough to differentiate between the  
10 specific quality and quantity concerns that exists in any specific area. In some cases conveyance  
11 with quality controls may be preferred over conveyance after on-site detention. In areas of more  
12 intense development/known slope and surface water problems the requirements for conveyance  
13 and detention should be more stringent than rural area development.

14 Island County currently assumes responsibility for the maintenance of those stormwater facilities  
15 that lie within the existing right-of-way or are adjacent to and associated with county roadway  
16 drainage and within an easement conveyed to the county. Since 1983, land development  
17 activities requiring permits and approvals from Island County have been conditioned to meet the  
18 requirements of the Island County Land Development Standards. (ICC11.01)

19 For new storm water facilities (both conveyance and detention), including upgrading of existing  
20 systems, in rural areas the LOS is for a 10-year, 24-hour design storm or 25-year, 24-hour design  
21 storm depending on the size of the contributing watershed. Detention requirements may be  
22 waived if water quality standards are maintained, and direct discharge to marine waters is the  
23 preferred alternative. The goal of the water quality LOS, which is to meet the federal/state water  
24 quality standards, is to reduce existing water quality impacts to receiving waters. The goal of the  
25 habitat LOS is to restore in-stream flows, reduce peaks, maintain clear fish passage, or remove  
26 existing barriers to fish passage.

## 27 **Capital Facilities Projects and Financing**

28 In response to concerns following recent flood events, Island County initiated the process of  
29 preparing a County-wide Comprehensive Stormwater and Flood Hazard Management Plan  
30 (CFHMP). As development occurs, the percentage of a watershed covered by impervious  
31 surfaces increases, altering the hydrologic balance of the watershed. While pre-development  
32 conditions in Island County allowed more water to infiltrate the permeable land cover, the  
33 increased impervious area associated with development causes more of the water to run off and  
34 flow to downstream locations. This in turn causes faster rates of runoff, increased potential for  
35 erosion, and greater runoff volumes. Property damage and adverse effects on human health and  
36 safety and on the environment can occur as a result. The goal of the CFHMP is "To protect  
37 public health and safety; limit property damage by reducing surface water problems; protect,  
38 preserve, and enhance the beneficial uses of surface water; and reduce future detrimental affects  
39 caused by urban hydrologic changes".



Alternative solutions for each drainage issue should be evaluated based on an engineering evaluation using established criteria. Alternatives with higher overall ratings based on the criteria are preferred to those with lower total ratings. Example criteria include the following:

TABLE 6-1 CRITERIA USED TO EVALUATE ALTERNATIVE SOLUTIONS			
Criterion	Definition of Rating		
	1	2	3
Effectiveness	Does not solve the problem effectively	Is moderately effective in solving the problem	Is very effective in solving the problem
Time to Implement	Cannot be implemented quickly	Can be implemented moderately quickly	Can be implemented very quickly
Permanence	Will not solve the problem permanently	Solves the problem semi-permanently	Solves the problem permanently
Cost	Very expensive	Moderately expensive	Inexpensive
Technical Feasibility	Not feasible	Some constraints	Feasible
Social / Political Feasibility	Unacceptable	Acceptable	Preferred
Environmental Impact	Significant	Moderate	Low

### Ranking of the Recommended Actions

Because of the limited financial resources available to implement the various recommendations, preferred solutions should be ranked in order of importance and given a high, medium, or low priority, based on established evaluation criteria.

These criteria for prioritization of drainage projects should include the following categories:

- **Immediacy of the Problem** - assesses the need for the proposed actions
- **Effectiveness** - addresses the likelihood of solving the identified issue and providing public benefit
- **Feasibility** - incorporates the technical, financial, social, and political feasibility of implementing the action.
- **Impact** - evaluates the environmental, legal, and property impacts of the proposed action

The 6-year Transportation Improvement Program includes miscellaneous road-related drainage improvement projects and the 6-year CIP also includes a 6 year surface water program for regional drainage needs. Both programs are included in a comprehensive document entitled the Storm Water Improvement Program, which identifies the combined project schedule and funding sources.

## **Non-Capital Alternatives for Achieving LOS**

The following non-capital alternatives discuss strategies, programs, technologies, and other alternatives that do not require capital improvements projects to achieve the standard for Surface Water Management capital facilities level of service.

### Alternative 1, Privatization.

Contract with private developers to provide increased capacity to accommodate existing capacity problems/mitigate existing drainage problems.

### Alternative 2, Value Engineering.

Perform value engineering analysis on all proposed projects.

### Alternative 3, Detention Ponds - Local Ponding in Parking Areas.

Allow shallow ponding during peak storms.

### Alternative 4, Flood proofing/Relocation of Structures.

Condemn affected parcels.

### Alternative 5, Flood Plain Management.

Stricter flood plain management precluding new construction, grading and filling within a 100-year flood plain.

### Alternative 6, Source Control.

Require source control of pollutants instead of constructing treatment facilities.

### Alternative 7, NPDES Compliance.

Effective levels of inspection and enforcement on construction, industrial, and commercial properties.

### Alternative 8, Construction Permitting/Site Clearing.

Allow no construction of certain types and size during the wet season (October - March).

### Alternative 9, Storm Water Permitting System.

Create a storm water permitting and review procedure focused in Surface Water Management as opposed to Planning and Land Use.

1 Alternative 10, Storm Water Standards and Regulations.

2 The County is in need of more detailed and rigorous ordinance regulating the development of  
3 storm water facilities by both the public and private sectors. The present regulations do not do  
4 enough to address water quality and fall short even in terms of the enforcement of water quantity  
5 controls that have been in effect for some time.

6 Alternative 11, Maintenance of Private Storm Water Facilities.

7 The County has allowed development to install private storm water runoff and water quality  
8 controls over the last 15 years. A cursory inspection of these facilities indicates that many are  
9 not being maintained and many do not function as they were originally intended. This proposal  
10 would initially involve the County in the inspection and enforcement of the standards on these  
11 facilities. Ultimately, the County Surface Water Management program could operate and  
12 maintain these facilities for a fee.

13 Alternative 12, Requirements for Retrofitting of Private Facilities.

14 If existing commercial structures and their associated facilities expand they will be required to  
15 bring their storm water systems up to current standards. Much development occurred prior to the  
16 enactment of the original Island County Storm Water Control Ordinance and, consequently,  
17 many of these properties have no storm water control or water quality facilities.

18 Alternative 13, Coordination with Planning.

19 This alternative involves a much closer working relationship between Surface Water  
20 Management and Planning. By involving Surface Water Management at an early stage in the  
21 project planning process and in the comprehensive planning process, sites that are necessary for  
22 storm water control, such as wetlands, lakes and streamways, can be preserved and controlled as  
23 part of the development process.

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<p>Table SWM-1 Current <b>Surface Water Management Facilities</b></p> <p>*The voluminous inventory of current Surface Water Management facilities is on file in the County's Department of Public Works.</p>
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# SIX-YEAR CAPITAL IMPROVEMENT PROGRAM

1999-2004

## **Tabular Summary of All Capacity and Noncapacity Capital Improvement Projects**

While preceding sections of this document have addressed capital facility needs and projects by type or use of facility, this final section is intended to summarize the CIP for the 1999-2004 planning period. Such a summary enables both the reader and decision maker to examine the complete expenditure plan for project prioritization, revenue sufficiency, timing, and capital budget preparation. This section contains the following tables:

1. Proposed Schedule of Capital Expenditures summarized by source funds and by year (Tables 1 and 2)
2. Proposed Schedule of Capital Expenditures by year (Tables 3 to 8)
3. Existing Debt Service (Table 9)
4. Detail of Proposed Parks Program (Table 10)

It also contains graphs showing the estimated revenue for the Real Estate Excise Tax (see Appendix B, Multi-Use Revenue Sources, Taxes, Real Estate Excise Tax for explanation of this tax) and for the Conservation Futures Fund (see Appendix B, Multi-Use Revenue Sources, Taxes, Property Tax and “Lid Lift”).

Projects financed by the Current Expense Fund, Storm and Surface Water Utility Fund, Parks Funds, Road Fund, Equipment Rental & Revolving Fund (E.R.&R.), Solid Waste Fund, and Miscellaneous Other Sources are assumed to be covered by revenues of those funds or funding sources. All expenditures coming out of those funds are not shown.

Projects in the other funds, which include the Construction & Acquisition and Courthouse Expansion Funds, Real Estate Excise Tax (REET) 1 and REET 2 Funds, and Conservation Futures Fund, are scheduled to meet, and not exceed, the estimated cash flow for those funds. All expenditures are shown to demonstrate that cash needs for those projects can be met.

The CIP was developed so that use of REET 1 funds for buildings was maximized since REET1 is the only one of the two REET funds that can be used for that purpose. REET 2 funds were reserved for projects that could be financed either by REET 1 or REET 2 funds. Drainage projects and parks development projects are examples of those types of projects.

The last column in the table captures miscellaneous revenue sources such as:

- The Port of Coupeville’s contribution towards bond repayment for the Greenbank Farm purchase
- Grants

- Contributions
- Anticipated but not confirmed revenue sources

Two figures (Figures CIP-1 and 2) are included to show previous revenue and estimated revenue for the REET and Conservation Futures Funds for the next 6 years.

### **Categories of spending**

There are basically four categories of spending:

1. Repayment by various sources of the general obligation bond that was issued in 1997.
2. Transfers to other funds
3. Construction projects
4. Funding for various on-going needs/programs.

### **Repayment of general obligation debt:**

General obligation debt was issued in 1997 to refinance current bonds at a lower interest rate and to finance various capital projects (purchase of the Greenbank Farm, the Marshall Drainage Utility project, and the courthouse expansion project). Repayment of this debt is coming from several county funds and another governmental entity as shown in Table 9.

### **Transfers to other funds**

Transfers are made to other funds that participate in the administration/management of the various capital funds included in this program. This information is provided in the CIP mainly to determine cash flow for the capital project funds.

### **Projects:**

The major projects scheduled for the next six years are (listed in order of year of implementation):

#### **Camano Family Resource Center, 1999**

This includes completion of the Family Resource Center on Camano Island. Construction is expected to begin in 1998 and occupancy is scheduled for the first half of 1999.

1     **Courthouse Expansion/Remodel, 1999-2001**

2     A master plan for this project has been developed and reviewed by the Town of Coupeville and  
3     necessary properties to implement the plan have been purchased. The main elements of the  
4     project are

- 5         Construction of a new Law & Justice facility
- 6         Remodel of the existing courthouse
- 7         Remodel of the courthouse annex
- 8         Relocation of and parking along 5<sup>th</sup> Street
- 9         Programming and schematic design of a juvenile justice facility

10     Design of the facility will be done in 1998 and the Law and Justice Facility will go out to bid  
11     early 1999. The rest of the project will be phased in as personnel moves into the new facility and  
12     the spaces to be remodeled are vacated.

13     **Remodel of Current Space at Camano Annex, 1999**

14     Remodel the current space at Camano to include the recently-vacated Sheriff precinct space.

15     **Freeland Infrastructure Planning, 1999**

16     Planning for the infrastructure in Freeland, including water, wastewater and surface water.

17     **Clinton Infrastructure Planning, 2000**

18     Planning for infrastructure in Clinton, including water, wastewater and surface water.

19     **Juvenile Justice Facility, 2001-2002**

20     This facility is programmed into the CIP in the event that a law & justice levy is passed by the  
21     voters in the coming election. The facility construction will likely be funded by the levy until  
22     enough is available to provide the bulk of the construction costs. If an additional amount is  
23     needed to get the project started, a temporary loan may be sought.

24     **Camano Road Shop Design & Construction, 2000-2001**

25     This project includes replacement of the current shop on Camano Island and relocation of it  
26     further south on existing county property. During the current year, financing for this project will  
27     be ascertained.

28     **Camano Annex, 2002-2004**

29     The Camano Annex planning and design starts in 2002. Funding for that facility would have to  
30     be determined; REET revenues should be available for partial funding starting 2003.

**South Whidbey Sheriff's Precinct, 2002**

A precinct similar to the North Whidbey and Camano precinct is programmed for construction in 2002. This is the first year in which funds become available in the REET 1 Fund for this project without significantly impacting other programs. Other capital financing options for this facility are also being sought.

**Whidbey Island Road Shop, 2003**

Planning for a Whidbey Island road shop to serve central & south Whidbey will commence in 2003.

**Funding for various on-going needs/programs.**

There are various on-going needs/programs that need to be funded:

**Annual update of the Capital Facilities Plan and 6-Year Capital Improvement Program, \$10,000/year**

This is for services provided and expenditures incurred by other funds for developing and maintaining the county's Capital Facilities Plan and CIP.

**Various capital repairs/maintenance to existing county buildings, \$75,000/year**

This is to address the capital needs of keeping existing facilities in good condition.

**Fairground improvements, \$15,000**

This is to provide for improvements as described by the Fair Board and as deemed necessary by the Board of County Commissioners

**Flood (and drainage) control facilities, \$314,000-350,000/year**

Funding is from the REET funds for area-wide drainage projects and from the Road Fund for road-related drainage projects. Either REET 1 or REET 2 funds can be used for this item.

**Parks Program, Items 10 & 11**

Detail of the parks program is shown in Table 10. Either REET 1 or REET 2 funds can be used for parks development projects.

**Construction of various paths & trails, amount varies**

The Camano Parks Trail is scheduled for construction in 1999, Cedars Trail in 2000, the Greenbank Farm Trail and other trails in subsequent years. The detail for this item is included in the 6-Year Road Improvement Program.

**Miscellaneous unforeseen capital projects, \$15,000/year**

This item was added this year to accommodate unforeseen emergencies/priorities that arise each year.

**Six-Year Road Program, amounts determined by 6-year Transportation Improvement Program**

The total of the strictly road portion of the six-year Transportation Improvement Program (TIP) is shown in this line item. The drainage and trails portion of the TIP is shown above in separate line items (Items 8 and 12). Specific road detail is in the TIP, which is adopted separately from this document.

**Solid Waste facilities and improvements, \$100-\$150,000/year**

This includes various replacements and construction of new facilities. The planned expenditures are discussed in the Solid Waste Management Plan that is updated every five years.



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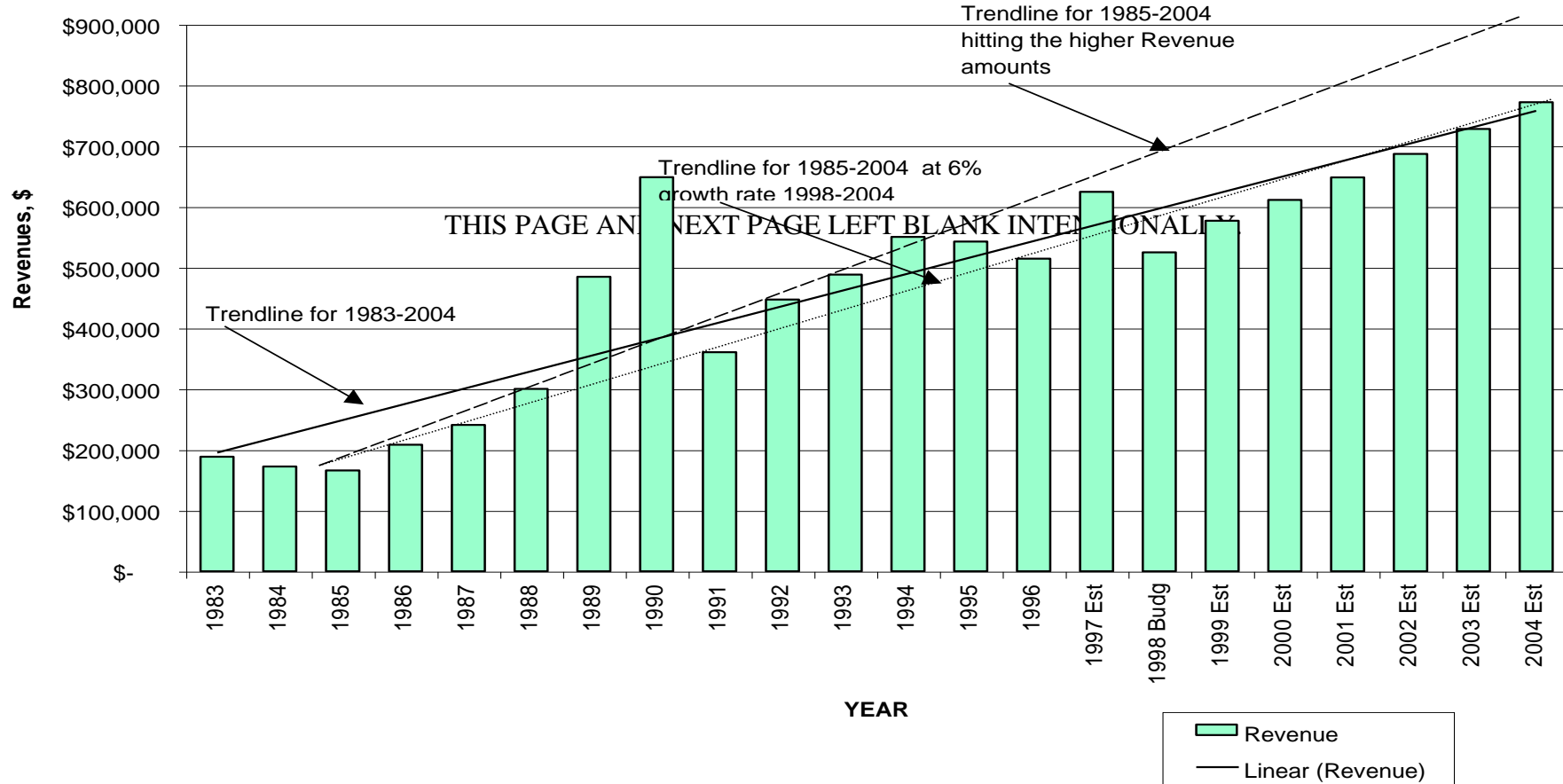
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**Figure CIP-1**  
**REET REVENUE, History & Estimate for 1999-2004**  
**at 6% Growth Rate**





# APPENDICES

to

## Island County Capital Facilities Plan

**Appendix A:** Non-county  
Facilities & Services

**Appendix B:** Revenue Sources for  
Capital Facilities

**Appendix C:** Maps

## **APPENDIX A. NON-COUNTY FACILITIES AND SERVICES**

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This appendix deals with the non-county facilities which have been made to suit the needs of the residents. An inventory of this type is necessary to determine what should be changed or expanded in the future. Vital public facilities and services are needed to support the population of the County in providing for the social welfare, safety and health of the community. These facilities and services are provided by other providers.

1. EDUCATIONAL FACILITIES
2. FIRE PROTECTION
3. SEWER AND WATER FACILITIES
4. PARKS AND RECREATIONAL FACILITIES

### **EDUCATIONAL FACILITIES**

The school systems of Island County fulfill vital social functions for the community and stand among its most important assets. Schools not only provide for the intellectual advancement of Island County's citizenry, but serve as a local socializing mechanism in maintaining community cohesiveness among the dispersed population. Use of educational facilities for learning, community meetings, sports events, and other activities tends to fulfill a function of keeping the community aware of their surroundings and enables them to make rational decisions concerning the future of their community.

### **Island County Schools**

Four school districts serve Island County including the Oak Harbor-North Whidbey School District, Coupeville Consolidated School District, South Whidbey Consolidated School District and Stanwood Consolidated Schools. Stanwood is a special district serving both Camano Island and Snohomish County residents. These school districts provide education for a total of nearly 13,400 students.

County graduates entering Washington state institutions of higher learning rank first in the state with over 75% of the students going beyond high school educational levels. Island County ranked first in the state in the percentage of High School graduates entering Washington state institutions of higher education.

The Whidbey Campus of Skagit Valley Community College offers several two-year vocational and academic training programs, with a current enrollment of 6,537 students. Higher education courses are also offered in South Whidbey by Skagit Valley and Everett Community Colleges.

1 Seattle Pacific University also has a field campus located at Fort Casey which offers upper  
2 division academic courses as well as periodic seminars. Western Washington University offers  
degree programs in elementary education and community services in Oak Harbor.

3 There are 20 school building sites serving the County consisting of four high schools, three  
4 junior high schools, three middle schools, eight elementary schools and two primary schools.  
The school districts account for approximately 57% (\$21.2 million) of the County's 1993 tax  
revenues.

5 Several of the schools serving the County population are aging and in need of renovation or new  
6 construction. Each district is very sensitive to these needs and is considering on-going planning  
programs to maintain adequate teaching facilities.

### 7 **Oak Harbor School District #201**

8 Oak Harbor School District serves the 18,000 people of northern Whidbey Island. The total  
9 student population numbered 6,350 as of October 1, 1996. Approximately 60% of the student  
10 population is receiving full or partial federal subsidies due to dependent affiliations with the  
11 Naval Air Station. The school district has historically operated without a local maintenance and  
12 operations levy. Although federal impact aid provides approximately 5% of total revenues and  
expenditures, the district still operates at an annual per pupil expenditure of about \$900 per  
student less than state average per pupil expenditures. The school system operates on a 6-3-4  
system having grades K-5, 6-8, and 9-12 respectively.

13 Enrollment has been essentially stable for the past five years growing by only 3% in that time.  
14 Enrollment projections for the next six years indicate rough stability. It is not anticipated that a  
new school will be needed in the foreseeable future to handle any likely student growth.

15 In May 1996 the school district passed a bond levy for \$24,000,000 which, in conjunction with  
16 an anticipated \$11,000,000 in state matching money, will reopen Oak Harbor Elementary North,  
17 replace North Whidbey Middle School with a new building, fully modernize and remodel Oak  
Harbor Middle School, and partially remodel Broad View Elementary, Crescent Harbor  
Elementary, Clover Valley Elementary, Oak Harbor Elementary, Olympic View Elementary, and  
Oak Harbor High School.

18 In the summer of 1997 the school district is conducting an architectural and engineering survey  
19 of its district campus including Memorial Stadium (bleachers, locker rooms, restrooms,  
20 concession stands, and field), the maintenance building, warehouse, transportation building and  
21 vehicle parking, and the administration building. These sites are believed to be in severe need of  
22 structural, electrical, mechanical, and plumbing upgrades, roofing, flooring, and additional  
space. Consideration will be given to relocating the maintenance facility and transportation.  
23 There is some interest in relocating the sports stadium to the site of the present Oak Harbor High  
24 School.

TABLE A-1

OAK HARBOR SCHOOL DISTRICT NO. 201 (OCTOBER, 1993)					
SCHOOL (GRADES)	ENROLLMENT	YEAR BUILT REMODELED	CLASSROOMS	SITE ACREAGE	
Hillcrest Elementary	587	1988-89	23	20	
Oak Harbor Elementary K-5	330	1934/50	26	11	
Broadview Elementary K-5	495	1962	20	12	
Olympic View Elementary K-5	471	1969	20	10	
Clover Valley Elementary K-5	402	1951	19	10	
Crescent Harbor Elementary K-5	379	1961	26	10	
Oak Harbor Middle School 6-8	723	1959/61	34	16	
North Whidbey Middle School K, 6-8	853	1954/56/60	31	21	
Oak Harbor High School 9-12	1,540	1974	60	44	
TOTAL	5,780				
<i>Source: Dr. Rick Schulte, Superintendent</i>					

Although the bond levy in May 1996 for a new performing arts center was defeated, it did receive a majority of “yes” votes. There is still a desire to have available a performing arts center for both school and community purposes though no particular plan has been suggested at the present time.

1 Oak Harbor High School was originally constructed in 1974. It will be eligible for state matching  
2 money for complete modernization and remodeling in the year 2004.

3 The school district has not provided a federally-subsidized school hot lunch program for some 25  
4 years. Discussions are now underway regarding whether it would be desirable and feasible to  
5 begin a new hot lunch program. If this is initiated, it will possibly require construction of a  
6 central kitchen from which meals would be trucked to each school site.”

## 7 **Coupeville School District #204**

8 Coupeville School District serves Central Whidbey Island’s population of 8,811 people. The  
9 end-of-year average enrollment for the 1996-1997 school year was 1,185. The annual rate of  
10 enrollment growth has decreased from about 5% a year to closer to 2% a year. District facilities  
11 are designed for 1,335 students, according to state square footage requirements of approximately  
12 88 square feet per student.

13 Seventy-four certificated instructional and support staff and 14 instructional assistants work  
14 directly with students. Additional support staff include school bus drivers, custodians,  
15 maintenance personnel, and office staff.

16 Separate schools serve students in preschool through grade 5, grades 6-8, and grades 9-12. Each  
17 school has its own principal and counselor. Less than 20% of the students are Naval/Civil  
18 Service-related dependents.

19 The Coupeville School District completed construction of a middle school and remodeling of  
20 both the elementary and high schools in 1992. In July, 1997, the district entered into an option  
21 agreement to purchase an additional 22 acres adjacent to the elementary school for future  
22 development.  
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TABLE A-2

COUPEVILLE SCHOOL DISTRICT NO. 204 (OCTOBER 1, 1993)				
SCHOOL (GRADES)	ENROLLMENT	YEAR BUILT REMODELED	CLASSROOMS	SITE ACREAGE
Elementary School K-5	438	1962/69/92	20	15.80
Middle and High School 6-9, 10-12	565	1992	38	18.03
TOTAL	1,003			

*Source: Dr. Ernie Bartleson, Superintendent, Coupeville Consolidated School District, 1994*

## South Whidbey School District #206

The student population of School District #206 numbered 2,320 in 1997. A general student/teacher ratio of 18/1 exists in a program divided into grades K-2, 3-5, 6-8 and 9-12. (Refer to Table A-3.) Approximately 18 percent of the students receive partial federal subsidy. A 1992 facilities study and survey confirmed the expectation for steady, continuing 8% annual growth for the South Whidbey School District.

Whereas late 1980's growth was predominantly at the K-5 level, the current and intense near term pressures will be concentrated at the secondary grades. The assumed increase in grades 6-12 will primarily be generated from present enrollments at elementary levels. Barring regional economic downturn, additional system-wide growth is expected from continued immigration of families to the south end of Whidbey Island.

A capital facilities plan has been adopted as a result of work done by a staff/citizens committee. That five-year plan calls for significant addition at the high school and minor additions and renovations at the other three schools, including a new maintenance facility. It is assumed that the community will find it necessary to consider replacement or renovation of the middle school in five to seven years. The addition of a third elementary school can be expected during that same period.

At the high school in the 1997-1998 time period, 60,000 square feet were added to the original 75,000 square feet of space and 20,000 square feet was remodeled.

TABLE A-3

SOUTH WHIDBEY SCHOOL DISTRICT NO. 206 (OCTOBER, 1993)				
SCHOOL (GRADES)	ENROLLMENT (1997)	YEAR BUILT REMODELED	CLASSROOMS	SITE ACREAGE
Primary K-2	423	1969	20/4	29
Intermediate School	539	1988	22/2	20
Middle School	587	1936/64	29/	22
Alternate High School	58			
High School	713	1984	25/6	48
TOTAL	2,320			
<i>Source: Dr. Art Jarvis, Superintendent, 3/26/98 school website</i>				

### Stanwood Consolidated School District #401

School District #401 of Camano Island is served by the special district of Stanwood Consolidated Schools in Snohomish County. The total enrollment of the District numbers 3,654 of which approximately 40% are students from Camano Island. (As of March, 1998 1,841 students from Camano Island attended schools in the Stanwood School District.)

Class sizes range from 9 to over 30 students per room depending on the type of course and age group involved. The district operates on a system with primary (K-5) middle (6-8) and high school (9-12) class divisions. (Refer to Table A-6) In 1998, 850 students in grades K-5, 478 in 6-8, and 513 in grades 9-12 were from Camano Island. Sixty-five percent of the taxes collected for the school district came from Camano Island property owners. Currently under consideration is a recommendation that a three year \$26 million bond be presented to the voters in the near future

The district's school administration anticipates that there will be a need for significant additional facilities expansion in the next five years. Presently the school district is operating with 35 portable classrooms housing 35% of a K-8 enrollment. Future growth of developments in

surrounding areas of Snohomish County and on Camano Island are prime determinants of future needs for the school age population.

In 1998 the school board is considering several projects (including two new elementary schools, one of which would be on Camano Island; additional classrooms at the high school; a new bus garage; and additional administrative facilities) and a change in school configuration in which the 6<sup>th</sup> grade would be put in the elementary school and 9<sup>th</sup> grade in the middle schools. The general consensus is that the next school should be built on Camano Island. The School District is currently evaluating the siting of school facilities on Camano Island in a cooperative planning effort with the Camano Island Senior Association.

**TABLE A-4**

<b>STANWOOD SCHOOL DISTRICT NO. 205 (OCTOBER, 1993)</b>				
<b>SCHOOL (GRADES)</b>	<b>ENROLLMENT</b>	<b>YEAR BUILT REMODELED</b>	<b>CLASSROOMS</b>	<b>SITE ACREAGE</b>
Stanwood Elementary K-5	613	Remodeled in 1966	24	11
Church Creek Elementary K-5	563	1956/62	22	11
Twin City Elementary K-5	619	1990	19	13
Stanwood Middle 6-8	473	1938/69	28	20
Stanwood High 9-12	922	1971	37	30
<b>TOTAL</b>	<b>3,654</b>			
(1) Approximately 40% of students or 1,841 students live on Camano Island (S/C News 3/24/98)				
(2) Estimates of acreage				
Source: Dr. Reid, Superintendent, Stanwood Consolidated Schools, 1993				

## **School Standards and Funding**

The following are some Board of Education standards utilized to determine local district eligibility for new facility construction through state matching funds.<sup>2</sup>

### **Site Acreage**

#### Primary (K-6)

Minimum of five acres for site, plus one acre per 100 pupils of predicted enrollment.

#### Secondary (7-12)

Minimum of ten acres for site, plus one acre per 100 students of predicted enrollment.

### **Space Allocations**

<u>Grades</u>	<u>Maximum Matchable Area</u>
K-6	80 sq. ft. per student
7-8	110 sq. ft. per student
9-12	120 sq. ft. per student
Handicapped Student Facilities	140 sq. ft. per student

### **Loading Factors**

<u>Grades</u>	<u>Pupils per Classroom</u>
K-6	25:1
7-9	22.5:1
10-12	20:1

## **Higher Education**

Skagit Valley Community College established a Whidbey Island branch in 1970 to more effectively serve the academic and vocational interests of the community. The branch of Skagit Valley Community college arose out of legislation creating the state-wide Community College System with goals to serve various Washington residents' educational needs within thirty minutes of their home. In cooperation with the Navy, the college established this branch at the Seaplane Base adjacent to the populated area of Oak Harbor.

Enrollment at the college in the fall of 1993 numbered 1,300 full and part time students with a staff of 67 members. The Skagit Valley program offers a limited number of two year academic transfer courses, as well as technical/vocational degrees. Several general interest courses are also offered to those wishing to continue their education.

Southern Whidbey is also served by the Skagit Valley Community College branch with a few night courses being offered at Langley. Some residents of this area also commute to Everett Community College and other educational institutions in the nearby Seattle Metropolitan area.

Casey Conference Center, a 200 acre, 36-building, conference and outdoor education facility at Fort Casey on Whidbey Island, is owned and operated by Seattle Pacific University. SPU, a privately-funded, fully-accredited university, purchased the northern (housing) portion of Fort Casey from the U.S. Government in the 1950's. Each year over 300 non-profit groups utilize the conference center for retreats, outdoor education classes, sports camps and staff conferences. Between 6,000 and 7,000 people visit the Casey Conference Center each year, more than half of whom are school-aged children.

Many of the courses are offered with resident credit standing, assisting those persons who are combining extension courses with on-campus classes. The role of this college in serving the needs of upper division status students within Island County may increase throughout this planning period.

Western Washington University has begun a program at Oak Harbor. Designed for persons with an A.A. degree, this two and one-half year undergraduate elementary teaching degree and credential program offers a Bachelor's Degree in Elementary Education with an interdisciplinary Child Study major and an initial teaching certificate with a primary endorsement in elementary (K-8) education. Most graduates will also earn a supporting endorsement in Early Childhood Education.

Persons who already hold a Bachelor's Degree in an approved academic major are also eligible for the program. They take only the certification courses and earn the initial teaching certificate only.

The first program, with twenty-five students, began in Oak Harbor in fall quarter 1993. Another two and one-half year program began in fall quarter 1994.

#### Footnotes and References:

<sup>1</sup> *State of Washington, OPPFM, Pocket Data Book 1973, "Percent of High School Graduates Entering Washington Institutions of Higher Education, Fall, 1972", p.261.*

<sup>2</sup> *Washington State Board of Education, "Rules and Regulations, for School Building Construction", Chapter 180-30, WAC, July, 1973.*

## **FIRE PROTECTION**

There are four fire districts in Island County composed of fire stations served largely by volunteer personnel.

## **Fire District #1 - Camano Island Fire and Rescue**

### **Existing Conditions for Island County Fire District #1**

Island County Fire District #1 is a junior taxing district originally established in 1945 under the authority of Title 52 RCW Fire Protection Districts. On January 2, 1993, Island County Fire Districts #1, #4, and #6 merged to form Camano Island Fire and Rescue.

The Fire District protects 40 square miles, covering Camano Island in its entirety. The agency conducts automatic mutual response operations with the City of Stanwood and Snohomish County Fire District #14. Mutual aid agreements have also been established with these entities.

The Fire District provides fire prevention, fire suppression, emergency medical, and rescue services to protect life and property for the residents of, and visitors to Camano Island. These services are provided by 109 volunteers and six career (administrative and support) personnel. The district responds to approximately 825 calls each year. Medical assistance accounts for about 75% of the agency's activity.

The District currently has five fire stations (see map); six Class "A" fire engines - one is a reserve unit; four water tankers (2200, 2500, 2900 and 3000 gallons); five rescue/aid cars; a mobile breathing air fill unit; and three inflatable rescue boats, 1 @ 15.5 ft., 1 @ 17 ft., and 1 @ 19 ft.

### **District Fire Rating**

The Washington Survey and Rating Bureau has rated Camano Island Class 8A. To develop a rating, the Bureau evaluates both the fire district and existing water systems. These components are weighted equally. For example, an area with a substandard water system which is served by a good fire department receives a poorer rating. The reverse is also true.

Camano Island has many homes which are served by individual low-producing wells or community water systems which do not provide the fire flow capacity currently recommended by the Rating Bureau. Fire District tanker trucks shuttle water to support fire fighting operations in these areas.

The communities/developments with water systems that meet the Bureau's recommended fire flow were not considered for a better rating. Camano Island, as a whole, was allowed only one Class designation. The Bureau, therefore, issued the Class 8 rating to identify those portions of the Island without fire flow. The "A" rating recognizes the availability of Fire District tanker trucks.

This agency believes that the number of personnel, their level of training and the coverage provided by available fire fighting equipment deserves a better rating than 8A. The unwillingness of the Rating Bureau to provide a better rating class, based strictly on fire flow via stationary water systems, is unresponsive to the efforts of this agency and ultimately results in higher insurance premiums for property owners.

## **Capital Planning:**

### VEHICLES:

The equipment/vehicle replacement schedule for the Fire District has a target goal to replace fire engines every 25 years (refurbished at 15 years); water tankers every 20 years; and Rescue/Aid cars every 20 years (refurbished every 10 years).

The projected capital to purchase new apparatus, provided in the replacement schedule, through the year 2004 is \$1,445,000.

### FACILITIES:

The Fire District's goal is to locate a fire station within a 5 minute response time to all locations on Camano Island. Given the current population growth figures over the next two years, some facilities need to be expanded and others need to be upgraded.

The Fire District is currently staffed, for response, by volunteers. As population growth increases call volume, some career personnel may be needed to supplement "on call" volunteers especially during week days. Beginning in early 1995, an ambulance crew was quartered in the Country Club Fire Station on a 24-hour/day basis to provide faster response of paramedics to residents of Camano Island.

The Camano City Fire Station needs to be replaced to provide better vehicle access, adequate living area for future crews and more space for apparatus, training and normal operations. Projected costs approach a total of \$500,000.

The Terry's Corner Fire Station houses the administrative offices of the fire district, as well as apparatus and training areas. There is no room in the building, as it now exists, to accommodate any growth in administrative/career staff. The present administration office took over space previously used as classrooms by fire fighters. Use of modular office space will provide temporary relief (\$60,000).

Upgrades need to be made to all existing stations to provide emergency power, improve energy efficiency, and comply with Washington State Firefighter Safety Standards (WAC 296-305).

## **Summary**

Camano Island Fire & Rescue (Island County Fire District #1) is working to finalize its apparatus replacement plan and its facilities plan. The agency believes that current station locations provide timely service to the residents of the island. Some modification of existing buildings will be necessary to accommodate new apparatus and future personnel and provide better energy efficiency.

The District sees its more pressing need to be the recruitment of capable "volunteer" firefighters and medical personnel. The cost of providing service escalates drastically if "career" personnel are needed. Some full time "paid" staff will be needed to coordinate the activities of paid responders if call volumes increase to the point that volunteers are called away too often from their jobs or their families.

## **Fire District #2 - North Whidbey**

### **Existing Conditions for Island County Fire Protection District #2**

Island County Fire Protection District #2 is a junior taxing district established in 1950 under the authority of Title 52 RCW “Fire Protection Districts”. Approximately 55 square miles in size, the District covers the northern portion of Whidbey Island, excluding the City of Oak Harbor and NAS Whidbey Island, and extends from Deception Pass on the north to just south of Libbey Road (map attached).

The District provides fire suppression, emergency medical, auto extrication/rescue, marine and cliff rescue, and public fire and safety education services to protect the lives and property of residents and visitors on north Whidbey. These services are provided almost entirely by 100 volunteer firefighters and medical personnel who responded to 816 emergency calls in 1996. In 1987 there were 203 calls and calls have increased each year.

The District has eight fire stations. Vehicles consist of eight fire engines, three tankers, five rescue units, two rescue boats, and four support and staff vehicles. Mutual aid agreements have been established with all other emergency agencies in Island County as well as NAS Whidbey and Skagit Fire District #11 which is located just north of Deception Pass.

### **Fire Protection Class Rating**

The Washington Surveying & Rating Bureau (WSRB) rates the District at Fire Protection Class Number 8 with Tanker Water Supply Credit. This number provides a guideline for the insurance industry to establish fire insurance premiums. Currently, an application for “Regrade” has been submitted to the WSRB as the District believes its engines and tankers are capable of a lower rating. The WSRB approved the application and plans to conduct a field survey of the public fire protection facilities in the District in 1997.

### **Capital Planning**

Fire Protection District #2 currently has fire stations located so all accessible properties are within a 3-mile response area. There are plans to remodel the Heller Fire Station to provide District office facilities and additional truck bays. Depending on population growth and increase in calls, it may become necessary to construct additional truck bays at several of the fire stations. Given current population growth rates our present and planned facilities should be considered adequate to continue to provide the same level of service over the next 20 years.

The District’s emergency responses are adequately staffed by “on-call” volunteers and will continue for the present time.

As the City of Oak Harbor continues to annex property in the District, it is anticipated an increase in our tax levy rate will be required in a few years to continue to provide level of service for operations and capital facilities.



1 In 1997 the District replaced four of its fire engines. The vehicle replacement goal is to replace  
2 fire engines every 20 years, tankers every 25 years, and rescue vehicles every 15 years. The  
projected capital costs to continue this replacement schedule through the next ten years is \$2.6  
million.

### 3 **Summary**

4 Fire Protection District #2 borrowed approximately \$600,000 with a three-year payback plan for  
5 purchase of the four new fire engines this year and is presently funding its equipment  
6 replacement and building construction with current funds. Estimates indicate the area's  
7 population will grow at an annual rate of 2.8 percent. The District's call rate has been growing  
an average of over seven to eight percent over the last five years. The planned facilities and  
equipment improvements will enable the District to maintain its current level of service.  
Estimated capital fund needs over the next ten years is \$3.8 million.

8 Fire Protection District #2 plans to continue to rely on volunteer personnel to provide its  
9 services, with the exception that a paid fire chief may soon be required. Changing laws, rules,  
and regulations almost force the District to move in this direction.

### 10 **Fire District #3 - South Whidbey**

#### 11 **Existing Conditions for Fire Protection District #3**

12 Fire Protection District #3 is a junior taxing district established in 1953 under the authority of  
13 Title 52 RCW "Fire Protection Districts". Approximately 65 square miles in size, the district  
14 covers the southern contiguous portion of Whidbey Island (excluding the Town of Langley)  
located south of the 4800 block of So. Smugglers Cove Road and So. Honeymoon Bay Road.

15 The District provides fire suppression, emergency medical, marine and cliff rescue, and public  
16 fire and safety education to protect the lives and property of residents and visitors on South  
Whidbey. These services are provided almost entirely by about 80 volunteer fire fighters and  
medical personnel who responded to 748 calls in 1997

17 The District houses an engine and a tanker in six strategically located fire stations. The fleet also  
18 includes a light-rescue and salvage truck, two water rescue craft, and various support and staff  
19 vehicles. The District has mutual aid agreements with all other emergency agencies in Island  
County, as well as an automatic response agreement with the Langley Fire Department.

#### 20 **Fire Protection Class Rating**

21 The Washington Surveying and Rating Bureau (WSRB) rates the District at Fire Protection  
22 Class 7. WSRB examines fire district organization/operations, as well as local water systems to  
23 determine the protection class number. This number provides a guideline for the insurance  
industry to establish fire insurance premiums. The WSRB has awarded "Hydrant Credit" to  
homes within Fire District #3 because of documented ability to shuttle large volumes of water  
via tanker trucks.

## Capital Planning

Fire Protection District #3 currently has fire stations located so all accessible properties are within a 5-mile response area.

The District's emergency responses are adequately staffed by "on-call" volunteers. Within five years the District anticipates the need to staff some stations with resident volunteer members or full-time career personnel to handle the steady increase in calls. This may require an increase in the tax levy rate.

The District's vehicle replacement target goal is to replace fire engines every 20 years and water tankers every 25 years. Based on this goal, the replacement costs for all district apparatus is \$100,000 per year.

## Summary

Fire Protection District #3 is presently funding its equipment replacement plan and is considering alternatives to fund the costs of its facilities plan and future staffing needs. Estimates indicate the area's population will grow at an annual rate of about 3%.

The District's call rate has been growing an average of nearly 5% annually over five years. The planned facilities and equipment improvements will enable the district to maintain its current level of service.

Fire Protection District #3 will continue to rely very heavily on volunteer personnel to provide its services in the future. Some full-time personnel will be needed in the next five years if the call volume continues to rise at its current pace.

## **Fire District #5 - Central Whidbey Island Fire and Rescue (CWFR)**

### **Existing Conditions for Fire Protection District #5 (CWFR)**

CWFR is a junior taxing district established in 1952 under the authority of Title 52 RCW “Fire Protection Districts”. Approximately 50 square miles in size, its northern geographical boundaries are near Libbey Road and extend to the 4800 block south of Honeymoon Bay and just north of Bush Point. Additionally, Central Whidbey Fire provides fire protection to the Town of Coupeville, which annexed to the District in January 1997.

The District provides fire suppression, fire prevention, emergency medical, and rescue services in order to protect life and property for the residents and visitors within central Whidbey Island. Fire investigations and commercial life safety inspections and plan reviews are conducted within the Town of Coupeville by district personnel.

These services are provided almost entirely by 50 to 60 volunteer firefighters and medical personnel, who on average respond to 500 calls for help each year. During the past 5 years call rate increased by 19%.

The District currently has five fire stations (see map), six Class “A” fire engines and one reserve engine, four water tenders carrying 1,500 to 2,500 gallons each, four rescue/aid cars, and one 15’ Achilles water rescue boat.

### **District Fire Rating**

The Washington Survey and Rating Bureau has rated the rural areas of central Whidbey Island a Class 8A and rated the Town of Coupeville a Class 6.

Both the fire department and existing water systems are examined and weighted equally by the Rating Bureau. For example, a substandard water system served by a good fire department receives a poorer rating.

Likewise, an area served by a fully-developed water system with adequate hydrants and water distribution, but protected by a poorly-equipped fire department will receive a lesser rating because of the imbalance between the two. A clear example of this is evident within Central Whidbey Fire and Rescue. Many of the homes within central Whidbey are served by individual low-producing wells, or, if a community water system serves the area, chances are that it provides fire flow capacity below the minimums presently recommended by the Rating Bureau. The Fire District uses water tenders to shuttle water in these areas. Unfortunately, in the opinion of the fire service, the Rating Bureau does not give adequate credit for this kind of water delivery. The Town of Coupeville enjoys a Class 6 rating and the rural areas a Class 8A rating and both are protected by the same fire department.

## **Capital Planning for Central Whidbey Island Fire and Rescue**

### **VEHICLES:**

The equipment/vehicle replacement schedule for the Fire District has a target goal to replace fire engines every 15 years, water tenders every 20 years, and rescue/aid cars every 10 years or as needed. Projected capital to implement the replacement schedule for the current fleet through year 2004 is \$1,781,000.

### **FACILITIES:**

The Fire District's goal is to locate a fire station within a 5-minute response zone to all occupancies within the fire district. Given the current population growth figures of approximately 2% per year in the next twenty years, current facilities with a few modifications should be considered adequate to continue to provide the same level of service. Even though the district currently is staffed by volunteer firefighters, at a future date these station locations may have to be staffed by full-time firefighters in order to maintain the same level of service to the increasing population.

Central Whidbey Fire will complete phase two construction of its headquarters station by 1998. This finishes the consolidation of the two old stations at Admiral's Cove and Ledgewood Beach into one facility. Estimated costs to finish the headquarters station is \$100,000.

The Greenbank and Lagoon Point stations will be combined into a more central and less redundant location. This consolidation is planned for 1997-1998. This site will also have a training facility to teach more "hands-on fire fighting techniques. Estimated costs for land purchase, development and construction are \$800,000.

The fire station in Coupeville needs to be modernized and/or relocated to better meet response patterns and new planned residential developments within Coupeville. A remodel adding much needed storage space resulting in an altogether more efficient facility is estimated to cost \$100,000. A relocation of the facility is estimated to cost \$350,000.

## **Summary**

Central Whidbey Fire is presently funding its equipment replacement plan and is in the process of adopting the facilities plan. Recent population estimates from the State of Washington have noted that the service area's population will grow at a 2% annual rate. The Fire District's incident rate, however, is growing at a 3.7% annual rate averaged over the past five years. The replacement of equipment and facilities as outlined will enable the district to continue to provide the same level of service. Estimated funding needed is \$2.4 million over the next ten years.

Where the District sees its most pressing need is to continue to recruit capable "volunteer" firefighters and medical personnel. The cost of providing the same level of service escalates drastically if "full time" career staff are needed. Some full-time personnel will be needed in the next 5 to 10 years if the call volume continues to rise at its current rate.

## **SEWER AND WATER FACILITIES**

## **Drainage**

Traditional methods for controlling drainage in Island County included drainage and diking districts and the County Road Department. Drainage and diking districts were established so landowners could assess themselves to collectively construct, operate and maintain drainage facilities.

The Public Works Department in its “road function” has constructed, operated and maintained drainage facilities in county road rights-of-way. Where county roads contribute significantly to drainage problems on private property, the County will construct, operate, and maintain drainage facilities in easements across private property.

There are limitations to these traditional methods. Diking and drainage districts have been unsuccessful in attempts to assess upland property owners. There are many drainage problems on private property that are not attributable to county roads and therefore, are not a concern of the Public Works Department.

The county is seeking new means of long-term financing to construct, operate and maintain drainage facilities and solve drainage problems that cannot be handled by traditional methods.

Drainage problems of the county have been viewed from a narrow perspective of reclaiming tidal flood lands for agricultural purposes and draining areas subject to seasonal inundation. Several small drainage and diking districts have been established to serve these purposes with adjoining landholders bearing the costs for improvements and maintenance.

Little consideration has been given to large drainage basin areas where water runoff directly impacts the small district jurisdictional areas. Changes in land-use within these basin areas have accelerated drainage problems.

## **Water**

With the exception of Oak Harbor and Whidbey Naval Air Station, Island County residents rely on ground water for potable water supplies. Seventy-two percent of the population is served by public water supplies with the remaining 28% on individually-owned wells. There are approximately 700 public water systems in the county. Of these, approximately 433 have less than 15 connections. These systems are classified as Group B systems per WAC 246-290. Larger systems, those with 15 or more connections, are classified as Group A systems. The largest system on the Island is Oak Harbor which has over 1,000 service connections.

Many of the small water systems are owned and operated by homeowner associations. A variety of concerns regarding technical expertise, financial viability, and lack of planning commonly stem from this type of ownership.

In 1990, the Island County Coordinated Water System Plan (CWSP) was adopted to provide a regional strategy and administrative procedures for management and development of public

1 water supplies. This document addresses a variety of technical, financial, and administrative  
2 problems associated with water utility service in Island County.

3 The CWSP requires the development of comprehensive water system plans for all new and  
4 expanding water systems. The water system plan must address existing facilities, needed  
5 improvements, future needs, and the proposed service area.

6 The CWSP outlines procedures for authorizing new water systems in the County. The  
7 procedures are intended to control unnecessary proliferation of small water systems. However,  
8 due to the rural nature of the county, the number of small water systems continues to grow. An  
9 average of 20 new Group B water systems are approved by the Island County Health Department  
10 per year. The proliferation of small water systems is expected to continue due to the difficulties  
11 in obtaining a water right from the Department of Ecology. Current time frames to obtain a  
12 water right is over three years. Water systems with six or fewer residential connections are  
13 exempt from this requirement.

14 The predominant ground water quality concerns which must be addressed in Island County are  
15 excessive levels of iron, manganese, nitrates, and saltwater intrusion. Iron and manganese are  
16 not primary health hazards. However, elevated levels will stain fixtures and cause other  
17 aesthetic concerns. The extent of nitrate contamination in Island County will be further defined  
18 with the completion of a Centennial Clean Water Fund grant in 1995.

19 Saltwater intrusion is the most widely-recorded ground water quality concern in Island County.  
20 Pumping ground water which is hydraulically connected to saltwater may induce seawater flow  
21 toward the well. If left unchecked, serious degradation of the aquifer is possible. The  
22 Department of Health/Island County Health Department Saltwater Intrusion Policy addresses  
23 mitigation measures which must be included in the design of new and existing water systems.  
24 Water quality monitoring for saltwater intrusion trend analysis is being conducted by the Island  
25 County Health Department.

26 The Island County Ground Water Management Plan recommends preventative management of  
27 the existing resource rather than restorative or remedial measures. The objectives of the plan  
28 include; public education, conservation, data collection, land-use regulation, and coordination  
29 between local, state and federal agencies.

## **Sewage**

### **Description:**

Seventy-five percent of the population utilizes on-site sewage disposal systems for wastewater treatment and disposal. Subsurface sewage disposal systems are considered a reliable, environmentally-sound, and long-term method for wastewater treatment and disposal.

### **Maintenance**

The Island County Health Department has developed an active program for sewage system operation and maintenance. Mandatory maintenance for certain categories of facilities (restaurants, commercial, industrial, mobile home parks) is required. In addition, an education and reminder system for homeowner sewage system operation and maintenance is in place. Homeowners are reminded every three years to inspect their system and pump the septic tanks if necessary. If no pumping activity is recorded for the parcel in the past three years, an educational reminder is sent to the homeowner. Pumping activity is tracked through required pumper records and entry of records into a database connected to the parcel number database. Island County is required to develop and implement an inspection program for onsite sewage treatment systems no later than January 1, 2000.

## **Wastewater**

### **Planning Efforts**

The Island County Health Department received a Centennial Clean Water Grant to work with two communities to solve existing wastewater disposal problems. The project has provided two communities with engineering and health services to prepare separate approvable facilities plans. Plans are currently underway for Juniper Beach Water District (Camano Island) and Clinton Water District (Clinton, Wa).

The objective of the planning effort is to develop solutions for improved wastewater treatment and disposal to replace the existing individual on-site systems. Existing systems have been deemed inadequate due to age, soil type, soil depth, depth to ground water, construction, density, lack of treatment, and proximity to the marine shoreline. Replacement of individual on-site systems in the vicinity is not an option due to unsuitable site conditions.

The wastewater facility plans have been completed and the communities are evaluating implementing procedures for the preferred alternative.

It is hoped that the results of these two demonstration areas will be utilized by other communities facing similar disposal problems and site constraints.

## **New Facilities**

The Holmes Harbor Water District wastewater treatment plant is currently in operation. The plant is designed for 0.1 million gallons per day and will produce Class A Reclaimed Water suitable for irrigation of the Holmes Harbor Golf Course.

As urbanizing areas of the county become densely developed, concentrations of pollutants and high demands for domestic water supplies are generating a need for measures to solve these water quality and quantity problems.

Efforts to provide county-wide sewer and water systems were previously evaluated in the studies entitled the Island County Water Pollution Control and Abatement Plan, 1972 and the Island County Water and Sewer Plan, 1968.

It is important that the county become an active participant in providing sewer, water, and drainage facilities for any non-municipal Urban Growth Areas in cooperation/coordination with water and sewer districts. Provision of an optimum number of these services at the least possible costs to local citizens requires intergovernmental coordination at the county and subregional level to economize operations.

It must be noted that the location and design of these future utility services will be extremely instrumental in promoting urban development. If Island County is to maintain control over guiding this growth, then it is important that Island County serve as a lead organization in the planning and provision of these utility services.



**TABLE A-5****SOURCES AND CHARACTERISTICS OF WASTE (1)**

No.	System	Discharge (2)	Sewage Volume		Receiving Waters (3)	Remarks
			Average (mgd)	Peak (mgd)		
01	Oak Harbor	M	0.7	2.0	Oak Harbor	Force main to Seaplane Base Lagoon
02	Coupeville	M	0.106	0.835	Penn Cove	Secondary treatment added 1983
03	Langley	M	0.07	0.01	Saratoga Passage	New plant opened October 1992
04	Penn Cove Park	M	0.025	0.065	Penn Cove	Rebuilt with DOE grant in 1994
05	Ault Field, U.S.N.	M	0.40	1.00	Straits of Juan de Fuca	550' outfall
06	Seaplane Base	M	1.50	2.10	Crescent Harbor	1,000' outfall upgraded and operated by Oak Harbor

(1) *Personal interviews with treatment plant operators, 1994*(2) *C=Cooling, I= Industrial, M=Municipal**All receiving waters are part of Puget Sound and saltwater***NON-COUNTY PARK & RECREATION FACILITIES**

Island County has a variety of parks and recreation facilities which are owned and maintained by many different government and volunteer organizations and include:

Federal: National Park Service with Ebey's Landing National Historic District Trust Board.

State: Parks and Recreation Commission, Department of Wildlife, Department of Fisheries, Department of Natural Resources.

Local: City of Oak Harbor, City of Langley, Town of Coupeville, North Whidbey Parks and Recreation District, South Whidbey Parks and Recreation District, Port of South Whidbey, Port of Coupeville, Oak Harbor School District, Coupeville School District, South Whidbey School District plus non-profit organizations such as the Whidbey-Camano Land Trust and the Lions Club.

Commercial: Private golf clubs, marinas and sport clubs

## **Park And Recreation Service Areas**

### **Existing Non-County Parks and Recreation Facilities on Camano Island**

#### **PORT OF MABANA**

The Port of Mabana has no known recreational facilities

#### **STANWOOD SCHOOL DISTRICT**

No facilities are currently owned in Island County by the Stanwood School District.

#### **STATE PARKS**

##### **Camano Island State Park**

The 134.4-acre state park is located on the southwest side of Camano Island. The park has 114 picnic units, two boat launches, and one viewpoint. The 87 camp units served 19,357 overnight visitors in 1990 in addition to 385,793 day-use visitors. The park, which contains 6,700 feet of shoreline, primarily serves as a regional destination park for visitors and due to crowding therefore only provides limited service to the local population.

**TABLE A-6****SUMMARY OF PARKS AND RECREATION FACILITIES**

The following is a summary of the facilities provided in each service area in Island County by various entities:

<b>AREA</b>	<b>NUMBER OF PARKS</b>	<b>PARK ACREAGE</b>
<b>CAMANO ISLAND</b>		
State Parks	1 park	134.4
County Parks	2 parks	11
	5 sites	3
<b>NORTH WHIDBEY</b>		
State Parks	2 parks	1,307
County Parks	5 sites	2.5
City of Oak Harbor	12 sites	67.5
North Whidbey Parks & Recreation District	2 sites	4
Oak Harbor School District	9 sites	192*
<b>CENTRAL WHIDBEY</b>		
National Park Service	1 park	45.8
State Parks	3 parks	662.7
DNR	1 park	120
Island County	6 sites	36.09
Port of Coupeville	1 site	.1
Town of Coupeville	4 sites	5.9
Coupeville School District	2 sites	26*
<b>SOUTH WHIDBEY</b>		
State Parks	1 park	346.8
Dept. of Wildlife	3 sites	5.8
Island County	9 sites	29.5
South Whidbey Parks & Recreation	1 site	43.9
City of Langley	4 sites	1.5
South Whidbey School District	4 sites	120.8*
Port of South Whidbey	2 sites	11.9
*Total Acreage includes building footprints and undeveloped areas		

1        Cama Beach State Park

2        The 420-acre site, formally a fishing resort, was recently purchased as a state park by joint  
3        agreements between the property owners and the Washington State Park and Recreation  
4        Commission. The park site contains a large mostly-undisturbed forest with a rich diversity  
5        of plants and animals. Located on the west shore of Camano Island, the park offers a  
6        footprint of the past, with its rustic beachfront facilities and the potential for a step into the  
7        future that includes contemporary park and environmental-education learning facilities  
8        within the historic landscape. The park contains one mile of shoreline that provides access  
9        to public tidelands. The park master plan includes five and a half miles of multi-purpose  
10       and hiking trails.

7        **Existing Non-County Parks and Recreation Facilities on North**  
8        **Whidbey Island**

8        CITY OF OAK HARBOR

9        City Beach Park:

10       This 28.5-acre community park has developed recreational facilities such as ball fields, 15  
11       picnic units, an exercise course and children's play areas. The park's principal value is the  
12       2,100 feet of shoreline bordering on Oak Harbor Bay. The park has one boat launch and a  
13       recreational trailer park with space for 55 R.V. units.

12       Neil Park:

13       This 3.5-acre neighborhood park contains one tot lot and the Holland Gardens.

14       Smith Park:

15       This one-acre neighborhood park has picnic sites and children's play area.

15       Summer Park:

16       This four-acre neighborhood park has two tennis courts and a covered picnic site.

17       Flintstone Park:

18       This 1.5-acre neighborhood has beach access, 500 feet of shoreline, two picnic units, a pier  
19       and float for use of transient boaters, and restrooms. The park is developed as a theme park  
20       based on the Flintstone comic strip.

19       Tyhuis Park (Well site #6):

20       The 0.75-acre contains a tot lot.

21       Koetje Park (Well site #7):

22       The 0.75-acre site has a baseball field and a tot lot.

Kimball Park (Well site #8):

The 0.75-acre site contains a tot lot.

Hal Ramaley Memorial Park:

This 0.5-acre passive recreation site contains a play area.

Well Site #11:

The 1.5-acre site contains a tot lot and a picnic site.

Well Site #12:

The 0.8-acre site has a tot lot and a picnic site.

Shadow Glen Subdivision:

This 0.75-acre site contains a tot lot, picnic site, and a baseball practice field.

Oak Harbor Marina:

The City owns and operates a 420-boat facility located on approximately eight acres of the former Navy Seaplane Base with 1,000 feet of shoreline. The marina is open seven days a week with a present capacity of 133 open and 183 covered slips in addition to 104 dry storage sheds. The facility, which also accommodates the Oak Harbor Yacht Club, is within walking distance of most retail services including motels and restaurants in Oak Harbor. It is a half-way point for boaters from Seattle, Tacoma, and Everett enroute to the San Juan Islands providing extensive moorage for boats in excess of 50 feet.

Civic Center:

The City owns the 14-acre site with one softball field as well as the Oak Harbor Senior Center. Also located on the site is the John Vanderzicht pool, owned and maintained by North Whidbey Parks and Recreation District.

OAK HARBOR SCHOOL DISTRICT

Administrative Compound:

This four-acre area contains a football stadium.

Broadview Elementary:

The 16-acre school site has a playfield and three softball/baseball fields.

Clover Valley Elementary:

The 15.4-acre school site has three softball/soccer fields, two outdoor basketball courts, a playground, and a large mowed grass playfield. Estimated size of the recreation area is 10 acres.

1        Crescent Harbor Elementary:

2        The 10-acre school site has three softball/soccer fields, outdoor basketball court,  
3        playground, and large mowed grass playfield. Estimated size of the recreation acres is 5  
4        acres.

5        Oak Harbor Elementary:

6        The 16-acre school site has two playfields and four softball/baseball fields. The estimated  
7        size of the recreation area is 8 acres.

8        Oak Harbor Middle:

9        The 17-acre school site contains a football field, four softball/baseball fields, ¼-mile paved  
10       athletic tracks and four tennis courts. The estimated size of the recreation area is 8 acres.

11       North Whidbey Middle School:

12       The 25-acre school site has a football field, three softball/baseball fields, two tennis courts,  
13       and ¼-mile paved athletic track. The estimated size of the recreation area is 12 acres.

14       Oak Harbor High School:

15       The 43.9-acre school site has a football field, ¼-mile paved athletic track, six tennis courts  
16       and a baseball field. The estimated size of the recreation area is 22 acres.

17       Olympic View Elementary:

18       The 12.0-acre school site has a playfield and three softball/baseball fields. The estimated  
19       size of the recreation area is 6 acres.

20       U.S. DEPARTMENT OF THE NAVY

21       The Naval Air Station Whidbey Island has 206.86 acres of park and recreation area  
22       containing six softball fields (three for casual use only), one football field, one soccer field,  
23       six tennis courts, two volleyball courts, four basketball courts, one gravel running track,  
24       and a fitness trail. Even though the facilities are not accessible to the general public,  
25       31,675 personnel and dependents are eligible to use the facilities (D.T. Waggoner, 7/7/92).  
26       A large number of these users live on North Whidbey. NAS Whidbey also has an 18-hole  
27       golf course and picnic area located at Rocky Point.

28       STATE PARKS

29       Deception Pass State Park:

30       1,195 acres of the park's 1,248 acres are located on Whidbey Island at the very northern tip  
31       surrounding Deception Pass. The park is the most heavily used state park in Washington  
32       with nearly 3.5 million visits recorded in 1990. This amounts to more than three times the  
33       number of visitors recorded by the next most popular state park.

34       The park has 254 camping spaces that handled 97,070 overnight visitors in 1990. The park  
35       has 2,345 picnic units, an environmental center, moorage and docks, an outdoor  
36       amphitheater, and 8.5 miles of hiking trails.

1 The park has approximately 30,000 feet of shoreline on the Whidbey Island side. Heavy  
2 use of the park by out-of-county visitors largely precludes local use during the summer  
season. The adjacent 680 acre Hoypus Hill DNR property was transferred to State Parks in  
February, 1992.

3 Deception Pass State Park Hoypus Hill

4 In 1992, this 680-acre site was acquired from the Department of Natural Resources as an  
5 addition to the Deception Pass State Park. The property is proposed to be managed as a  
natural forest area and natural area preserve. The only recreational activities planned for  
this site is hiking on designated trails and viewing of interpretive panels and markers.

6 Joseph Whidbey State Park:

7 The 112-acre park is located on the west coast of Whidbey Island just south of the Naval  
8 Air Station. The recently acquired park has limited facilities and yet recorded 61,676 day  
visits during 1990.

9 Dugualla Bay:

10 This 586-acre state park site located southeast of Dugualla Bay was purchased from the  
Department of Natural Resources in 1992. The site includes 4,800 linear feet of shoreline  
located at the bottom of a steep bluff. The property is presently undeveloped except for old  
logging roads and primitive hiking trails.

12 **Existing Non-County Parks And Recreation Facilities on Central**  
13 **Whidbey Island**

14 TOWN OF COUPEVILLE

15 Town Playground:

16 The Town playground is a ½-acre neighborhood park in a single-family residential area  
located on the north side of Coupeville in close proximity to the county courthouse. The  
park contains a tennis court, playground equipment, and a softball backstop.

17 Town Park:

18 This 3.8-acre park is located in the northwest section of town. The north portion of the  
park is wooded, medium-bank waterfront land with 500 feet of shoreline. The site was  
donated to the Town for use as a natural park. The area is sheltered from the wind and  
contains a tennis court. A 440-foot trail leads to the beach.

19  
20 The centerpiece of the park is a covered open-air concert pavilion . It also has a picnic and  
playground area. The picnic area contains a concrete barbecue pit and a covered open-air  
kitchen and restrooms. In addition, the Coupeville Lions Club recently constructed  
horseshoe pits and a shuffleboard court.

1       Alexander Blockhouse:

2       The 0.1-acre site next to the museum contains the historic Alexander Blockhouse.

3       Captain Thomas Coupe Park:

4       This 0.8-acre park is situated east of and adjacent to the Town of Coupeville's wastewater  
5       treatment facility and has recently been improved. The park has approximately 500 feet of  
6       low- or no-bank shoreline and contains a new boat launching ramp with floating dock, new  
7       restrooms, parking, and picnic facilities. The park also has a holding tank dump station for  
8       travel trailers and recreational vehicles.

9       Triangle Park:

10       This small 0.11-acre site on Main and Ninth Street has been attractively landscaped by the  
11       Coupeville Garden Club. Park facilities consist of park benches.

12       PORT OF COUPEVILLE

13       Coupeville Wharf:

14       The wharf is located in downtown Coupeville on port-owned property and tidelands. The  
15       wharf has a public pier and a float with transient moorage slips.

16       COUPEVILLE SCHOOL DISTRICT

17       Coupeville Elementary School:

18       This 1-acre site has a covered sports court and a playground with play equipment. Directly  
19       adjacent to this facility is Clark Field, a 9.7-acre site which contains the school district's  
20       stadium and several multi-purpose athletic fields. The recreation area is approximately 10  
21       acres in size.

22       Coupeville Junior/Senior High:

23       This 6-acre site houses the junior and senior high school facilities and has three tennis  
24       courts, two baseball fields, and two gymnasiums which are used by the community.

25       STATE PARKS

26       Ebey's Landing:

27       The 22-acre site is located on the west side of central Whidbey Island between Fort Casey  
28       and Fort Ebey State Parks in the National Historic District. The site has a small gravel  
29       parking lot, an interpretive display board, and hiking trails along the top of a steep bluff  
30       with beautiful views of the Strait of Juan De Fuca. The site contains 2,720 feet of  
31       shoreline. The area is owned by State Parks and the Ebey's Landing Trust Board. The  
32       area had 45,559 day visits in 1990.

33       Fort Casey State Park:

34       The 411.5-acre park is located near the Keystone Spit and the Port Townsend ferry  
35       terminal. The park contains a parking area, 60 picnic units, restrooms, two boat launches  
36       and view points. Attractions include pre-World War I military shore defense fortification  
37       structures and a historic operating lighthouse. The park reported 494,099 day use visitors  
38       in 1990 and 20,330 campers who utilized the 35 overnight camping spaces. The park has  
39       8,200 feet of mostly high bank shoreline. The park also contains the Keystone Underwater  
40       Park which is very popular with scuba divers.



1       Fort Ebey State Park:

2       The original 228.2-acre park is located on the west side of Whidbey Island a few miles  
3       north of Ebey's Landing in the National Historic District. The park has 61 camp units  
4       which attracted 19,044 overnight visitors in 1990 in addition to 236,549 day-use visitors.  
5       The park has 20 picnic units, restrooms, a historic fort, and scenic vistas. With the recent  
6       acquisition of the Point Partridge property from the Department of Natural Resources (see  
7       below) the park now contains over 644 acres.

8       The Washington State Parks and Recreation Commission approved a land exchange in  
9       1997 that created a land link to eighty acres of park-owned land that was previously  
10      landlocked. The public will be able to access the 80-acre parcel for passive recreational  
11      purposes via Island County's Kettles Trail from Fort Ebey State Park, Ebey's Landing  
12      National Historic Reserve, or the Town of Coupeville.

13      Point Partridge:

14      The 416-acre DNR site was transferred to State Parks ownership in October of 1990 and  
15      has been incorporated into the Fort Ebey State Park. The area is located at the western  
16      most point of Whidbey Island overlooking the Strait of Juan de Fuca. The Olympic  
17      Peninsula and even part of British Columbia can be observed on clear days. The site is  
18      within the Ebey's Landing National Historic Reserve.

19      DEPARTMENT OF NATURAL RESOURCES

20      The State Department of Natural Resources (DNR) manages large areas of forest lands in  
21      Island County for the benefit of school and university trust accounts. However, due to  
22      recent management decisions, these lands have been designated as urban transitional and  
23      will be sold in the near future and the capital re-invested in more productive forest lands  
24      outside Island County. This decision may result in significant loss of public-owned lands  
25      in Island County. The County will encourage the transfer of DNR forest lands to other  
26      public agencies.

27      Rhododendron Park:

28      DNR owns most of the area known as Rhododendron Park. One hundred and twenty acres  
29      are designated as school trust lands, 32.58 are state owned and 31.85 acres are owned by  
30      the county. A potential sale of the 120-acre school trust lands for highest and best use  
31      could adversely impact the park. If this land is offered for sale or transfer, Island County  
32      should attempt to acquire the land or encourage its transfer to the state park system.

## Existing Non-County Parks and Recreation Facilities on South Whidbey Island

### DEPARTMENT OF WILDLIFE

#### Deer Lake Fishing Area:

The 0.2-acre fresh water access is located on the east side of Deer Lake. The area contains a boat ramp, swimming/fishing dock with a designated swimming area, vault restrooms, picnic area, and parking. The area is managed by Island County Parks by agreement, however all capital improvements are the responsibility of the Department of Wildlife.

#### Lone Lake Fishing Area:

The five-acre freshwater access is located on the north side of Lone Lake at the end of Lone Lake Road. The area has a boat ramp, vault restroom, and a picnic area. The site is managed by Island County Parks.

#### Goss Lake Fishing Area:

The 0.6-acre fresh water access site is located on the north side of Goss Lake. The area contains a boat ramp, swim area, vault restrooms, and a picnic area. The site is managed by Island County Parks.

### DEPARTMENT OF FISH AND WILDLIFE (DFW)

In 1996 DFW purchased waterfront property at Bush Point on Whidbey Island containing a rail boat launch. The Port of South Whidbey, through an interlocal agreement, will manage the property as a public recreational fishing and boat launching facility. Long range plans include acquisition of additional property suitable for public parking.

### CITY OF LANGLEY

#### Sunrise Beach:

The 0.20-acre site in Langley includes a six-foot community walkway and tidelands.

#### Seawall/Totem Park:

The 1.0-acre park is located in downtown Langley along the waterfront below First Street. The park has four picnic tables, a staircase to the beach, and 1000 feet of shoreline.

#### Phil Simon Memorial Park:

The 0.21-acre park lies adjacent to the Langley Small Boat Harbor and contains two picnic tables and 400 feet of shoreline.

#### Langley Small Boat Harbor:

The 0.11-acre site consists of a marina with 38 transient moorage slips, fishing pier, rest rooms, shower facilities, boat launch, and beach access.

1        Park (under construction, not named)

2        The City has recently acquired by donation a ¼-acre lot at the intersection of Anthes and  
3        Second Streets. A development plan is currently being prepared.

4        PORT OF SOUTH WHIDBEY

5        Possession Beach Waterfront Park:

6        The 11.9-acre park has been recently developed and presently contains a boat ramp,  
7        restroom facility, picnic sites, nature trails, and beach access.

8        Clinton Recreational Pier:

9        The 0.5-acre community pier has a walkway and a small float with two daytime moorage  
10        slips. Public parking is available at the Clinton ferry commuter parking lot.

11       Port of South Whidbey

12       A new pier, ramp, and floating dock was constructed in conjunction with extension of the  
13       existing boat launching ramp at the Freeland waterfront park.

14       SOUTH WHIDBEY SCHOOL DISTRICT

15       Langley Middle School:

16       The 30-acre school site is located in Langley north of the fairgrounds. The area contains a  
17       large grass field, two softball fields, and a football field. The recreation area is  
18       approximately 10 acres in size.

19       South Whidbey Primary School:

20       The 28-acre school is located on Maxwelton Road and contains two playgrounds and one  
21       basketball court.

22       South Whidbey Intermediate School:

23       The 20-acre school site is located on Maxwelton Road. A large grass playfield,  
24       approximately three acres in size, is utilized for a variety of recreational activities

25       South Whidbey High School:

26       The 40-acre school site is located on Maxwelton Road and contains one football field, one  
27       1/4 mile running track, one softball field, one practice field, one baseball field, and five  
28       tennis courts. The recreation area is approximately 20 acres in size.

29       THE SOUTH WHIDBEY PARK AND RECREATION DISTRICT

30       The South Whidbey Park and Recreation District operates a 40-acre multi-purpose  
31       recreational area north of the South Whidbey High School on Maxwelton Road. The  
32       facility consists baseball, softball, volleyball, and soccer fields along with the “Playground  
33       in the Park” and trails. The site also contains the administrative offices of the district,  
34       including a concession stand. An adjoining 2.5-acre parcel was purchased by the District  
35       and the District is evaluating the purchase of an additional 20 acres northerly of the park.

36       The South Whidbey Park and Recreation District offers a variety of recreational programs  
37       to the community. These include a fund run, bow shoot, hayride, caroling party, volleyball

1 tournament, and summer teen dances. In 1990 a Program Coordinator was hired to  
2 administer the recreation program.

3 The District is currently evaluating the siting of an aquatic recreation center.

### 4 STATE PARKS

#### 5 South Whidbey State Park:

6 The 85-acre park is located on the west side of Whidbey Island northwest of Freeland and  
7 southwest of Greenbank. The parks contains 70 overnight camping sites that handled  
8 13,681 overnight campers in 1990. The park recorded 206,525 day-use visits during 1990.  
9 The parks has restrooms and 19 picnic units.

10 The 4,500 feet of high bank shoreline is accessed by hiking trails. State Parks has reached  
11 an agreement with the Department of Natural Resources to transfer ownership of the  
12 adjacent 262 acres of old growth forest, known as “Classic U”. This will expand the size  
13 of the park to 347 acres.

### 14 WASHINGTON STATE DEPARTMENT OF FISHERIES

15 The Department of Fisheries manages two large public recreation shellfish harvest areas in  
16 Island County. The largest is a 3.25-mile section of tidelands that extends from San De  
17 Fuca to the Town of Coupeville. The other harvest area is a 1.6-mile section located  
18 between the communities of Shangrila Shores and Glenwood on the southwest shore of  
19 Whidbey Island.

20 The character of the inter-tidal ownership varies in these areas and does not provide  
21 consistent recreational access. Some sections of tidelands do not have upland public access  
22 and can only be reached by boat.

23 The Department of Fisheries also manages two artificial reefs that were constructed to  
24 enhance fish habitat.

#### 25 Onamac Point Reef

26 25 subtidal acres

#### 27 Possession Point Reef

28 26 subtidal acres

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## **APPENDIX B. REVENUE SOURCES FOR CAPITAL FACILITIES**

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This report identifies and briefly describes revenue sources that are available to Island County for capital facilities. It includes revenues that the County presently uses and other revenues that are legally available to the County, but which the County does not collect.

This report does not include the capital cost of building future county-owned capital facilities projects. Those costs are presented in the “Capital Facilities Plan.”

This report does not include the costs of operating or maintaining new capital facilities projects after they are completed. Estimates of such costs are also presented in the “Capital Facilities Plan.”

### **ORGANIZATION OF REPORT**

The report is organized in two major sections -- Multi-Use and Single-Use Revenue Sources.

#### **Multi-Use**

These are revenue sources that can be used for virtually any type of capital facility (but which may become restricted when the county adopts their use for a specific type of capital facility).

#### **Single-Use**

These are revenue sources that can be used only for a particular type of capital facility. This list of revenue sources is organized according to the types of capital facilities for which the revenues may be used (e.g., roads, parks, water, etc.)

Within each section revenues are presented in categories.

TAXES  
SPECIAL ASSESSMENTS  
FEES AND CHARGES  
GRANTS

Some of the sources of revenue that can be used for capital facilities can also be used for operating costs. The discussion of limitations on the use of each revenue source indicates whether it may be used only for capital expenditures, or whether it may be used for other purposes. Each revenue source is presented in a standard format.

1 **Type of Local Government** that can use the source of revenue.

2 **Source** of revenue, including its basis, and general purposes for which the revenue can be used.

3 **Specific Limitations and Requirements** for use of the revenue.

4 **Decision Basis** (local legislative body discretion, state grant, or state entitlement.)

5 **Current Use in Island County** describes whether or not the County currently uses the revenue  
6 source, and any notes about its use and the amount the County collects.

## 7 **New Revenue Versus Borrowed Money**

8 This report only briefly discusses the use of bonds for capital facilities because bonds are not a  
9 source of “original” revenue. Rather, bonds are a use of money borrowed by a local government,  
10 and they require a source of “original” revenue (such as those listed and described in this report),  
to be used to repay the bondholders. General obligation bonds can create a “new” source of  
revenue when they are repaid by additional (excess levy) property taxes that are specifically  
approved by local voters.

## 11 **MULTI-USE REVENUE SOURCES**

### 13 **Taxes**

#### 15 **Property Tax and “Lid Lift”**

##### 16 Type of Local Government

16 Cities, counties, and special purpose districts.

##### 17 Source/Purpose

18 RCW 84.52 authorizes this tax on the assessed valuation of real property. Presently the  
19 maximum rate is \$3.60 per \$1,000 assessed valuation for cities; for counties it is \$1.80 per  
\$1,000 assessed valuation county-wide. The \$1.80 maximum levy for counties does not  
include the \$2.25 maximum allowable county road tax levy.

20 A property tax 106% lid was imposed in 1973. It prohibits a local government from raising  
21 its levy more than 6% of the highest amount levied in the last 3 years (before adjustments  
for new construction and annexation).

22 The State also authorizes temporary or permanent increases above the 106% lid (up to the  
23 statutory limit), subject to approval by local voters.

1 A temporary “lid lift” requires the following to be specified.

- 2
- Proposed levy rate
  - Time period for which the levy will be in effect
  - Purpose of the levy increase
- 3

4 When the limited time period expires, or when the limited purpose is satisfied, whichever comes first, subsequent levies are computed as if the excess levy had not been approved.

5 A permanent “lid lift” on the other hand, is not required to identify a specific time period or purpose for the tax revenue. Upon voter approval of a permanent “lid lift,” the new levy rate is used to compute the limitation for all subsequent levies.

6

7 Limitations/Requirements

8 None.

9 Board of County Commissioners decision for levy that does not exceed 106% of tax revenues in past three years. “Lid lifts” (exceeding 106%) require approval by 50% or more of the voters.

10

11 Current Use in Island County

12 The 1994 levy is \$0.739 of a maximum of \$1.80 per \$1,000 assessed valuation. The County has several components to its general levy. One component is the General Fund levy (\$0.70404), for maintenance, operating and debt service costs. Other components include the Veterans Relief levy (\$0.01220) and the Social Services levy (\$0.02276). In addition to the general levy, the county has enacted a Conservation Futures property tax levy of \$0.0625 (which generated revenue of \$286,362) for acquisition of open space properties.

13

14

15 Current Conservation Futures Levy

16 The forecast amounts use 1994 estimated revenue of \$286,300 as the base and assumes continuation of the current levy of \$0.0625.

17 **General Obligation Bonds And Property Tax Excess Levy**

18 Type of Local Government

19 Cities, counties, and special purpose districts.

20 Source/Purpose

21 GO Bonds are backed by the value of the property within the jurisdiction (full faith and credit). There are two types of GO Bonds: voter approved and commissioner.

22

23 Voter-approved bonds will increase the property tax rate, with the increased revenues dedicated to paying principal and interest on the bonds.

24 The State authorized “excess levies” [increases in the regular property tax levy (RCW 84.52) above the \$1.80 per \$1,000 assessed valuation (general) and \$2.25 per \$1,000



assessed valuation (roads)] to repay voter-approved bonds. There is no dollar limit for this levy.

Commissioner bonds, on the other hand, are authorized by the jurisdiction's legislative body without the need for voter approval. Principal and interest payments for councilmanic bonds come from general government revenues, without a corresponding increase in taxes, which means that this method of bond approval does not utilize a dedicated funding source for repaying the bondholders.

#### Limitations/Requirements

Total amount of local government debt is restricted by law to 5.0% of taxable value of property: 2.5% for general purpose bonds and 2.5% for utility bonds. An additional 0.75% is authorized for commissioner bonds.

An excess property tax can also be imposed for a single year (two years for school districts) for general purposes (e.g., capital facilities, maintenance, or operations). See RCW 84.52.052.

#### Decision Basis

Local government decision: 60% majority required for voter-approved bonds/excess levy. Only commissioner approval required for commissioner bonds.

#### Current Use in Island County

The Board of County Commissioners issued GO Bonds in 1989 and 1992 in the amounts of \$650,000 and \$3,035,000 respectively. In 1997, the Board refinanced all existing bonds and bonded for additional funds by issuing GO debt totaling \$9.99 million.

## **Real Estate Excise Tax**

#### Type of Local Government

Cities and counties.

#### Source/Purpose

RCW 82.46.010 authorized real estate excise tax levy of 1/4% to “. . . be used solely for financing capital projects specified in a capital facilities plan element of a comprehensive plan . . . ‘Capital project’ means those public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets; roads; highways; sidewalks; street and road lighting systems; traffic signals; bridges; domestic water systems; storm and sanitary sewer systems; parks; recreational facilities; law enforcement facilities; fire protection facilities; trails; libraries; administrative and/or judicial facilities; river and/or waterway flood control projects.” In Island County, this tax is referred to as REET 1.

The Growth Management Act authorized another 1/4% for capital facilities (RCW 82.46.035) and requires the existing 1/4% real estate excise tax to be used primarily for financing capital facilities specified in the local government's capital facilities plan. In this

case, “‘capital project’ means those public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems, and planning, construction, reconstruction, repair, rehabilitation, or improvement of parks.” In Island County, this tax is referred to as REET 2.

The REET 1 tax is broader in that it allows for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of *recreational facilities; law enforcement facilities; fire protection facilities; trails; libraries; administrative and/or judicial facilities; river and/or waterway flood control projects*, which are not included in REET 2. Also, *acquisition and replacement* of parks are allowed by REET 1 but not by REET 2. (Emphasis added.)

#### Limitations/Requirements

Revenues from this tax must be used for financing capital facilities specified in the local government’s capital facilities plan. For counties and cities within those counties that “opt in,” this additional tax must be voter approved.

#### Decision Basis

Local government discretion per ESHB 2929 requirements.

#### Current Use in Island County

- The first 1/4% is used for operating costs (15%) and CIP (85%). -REET 1
- The second 1/4% is used for operating costs (15%) and CIP (85%). - REET 2

## **Local Option Sales Tax**

#### Type of Local Government

Cities, counties, and public transportation benefit authorities.

#### Source/Purpose

State legislature authorizes local option retail sales and use tax (RCW 82.14) of up to 1% (Metro and PTBA’s may levy up to 0.6%) of which the first 0.5% was granted in 1970 and the additional 0.5% in 1982. An additional 1/10 of 1% was approved January 1, 1991 (RCW 82.14.340). In addition RCW 82.14.350 authorizes an additional 1/10 of 1% solely for juvenile detention facilities and jails if approved by a majority of voters.

#### Limitations/Requirements

Local governments that levy the second 0.5% may participate in a sales tax equalization fund whereby all counties and cities can obtain up to 70% of the statewide average per capita yield of the total sales tax.

#### Decision Basis

Local discretion with voter approval.

1        Current Use in Island County

2        For operating costs. No monies are available for CIP. The County's local option sales tax  
3        rate is 1%. Currently, the county does not impose the 1/10 of 1% tax for juvenile detention  
4        and jails but intends to bring this to the voters in the fall of 1998.

5        **Motor Vehicle Excise Tax**

6        Type of Local Government

7        Cities and counties.

8        Source/Purpose

9        RCW 82.44 authorizes this annual excise tax paid by motor vehicle owners and  
10        administered by the Department of Licensing.

11       Limitations/Requirements

12       Cities receive 17% of base allocations and are required to spend these funds for police and  
13       fire protection and the preservation of public health (including capital facilities). Counties  
14       receive 2% of the base allocations, which provide the revenues for their sales tax  
15       equalization fund. The State receives the remainder (71%).

16       Decision Basis

17       State-shared revenue distributed to cities and counties.

18       Current Use in Island County

19       No monies available for CIP.

20       **Timber Tax**

21       Type of Local Government

22       Counties and other local taxing districts (excluding cities.)

23       Source/Purpose

24       RCW 84.33 authorizes this timber yield tax paid by the timber harvester and administered  
25       by the Department of Revenue. The tax is based on a fixed percentage of gross harvest  
26       value and paid quarterly by the timber harvester.

27       The State legislature imposes a 5% tax. Each county is allowed to enact a local timber  
28       excise tax on private timber at a rate of 4%, which is allowed as a credit against the state  
29       tax. If the county tax is imposed, the 4% timber tax revenues are returned to the county to  
30       be deposited in a "Local Timber Tax Distribution Account" and distributed to local taxing  
31       districts.

32       Private timber tax revenues are distributed to the state, counties, and other local taxing  
33       districts (excluding cities) in proportion to the value of the harvest in each taxing district.

1        Limitations/Requirements

2        There are no expenditure limitations upon funds from this revenue source.

3        Decision Basis

4        State-shared revenue distributed to counties and other local taxing districts (excluding cities).

5        Current Use in Island County

6        Island County retains 56% and the remainder is distributed to the local taxing districts.

7        **Special Assessments**

8        **Special Assessment Districts**

9        Type of Local Government

10       Cities and counties.

11       Source/Purpose

12       Special assessment districts implement financing methods for capital facilities which  
13       require partial or complete financing by entities other than the jurisdiction. These  
14       financing alternatives include those that require financial participation by property owners  
15       or developers [i.e., special assessment bonds such as Local Improvement Districts (LID);  
16       Road Improvement Districts (RID); and Utility Local Improvement Districts (ULID), and  
17       the collection of development fees].

18       Limitations/Requirements

19       Use of special assessment bonds is restricted to uses related to the purpose for which the  
20       special assessment district is created.

21       Decision Basis

22       Local government discretion.

23       Current Use in Island County

24       The County may use RIDs and ULIDs for specific capital projects which typically benefit  
25       local properties.

26       **Grants**

27       **Community Development Block Grant (CDBG)**

28       Type of Local Government

29       Non-entitlement cities and counties.

1        Source/Purpose

2        Department of Community Trade and Economic Development revenue available for public  
3        facilities projects, economic development, housing, and comprehensive projects such as  
4        design, construction, and reconstruction of water and sewer projects, flood and drainage  
5        facilities, and street improvements, including traffic signals, and which benefit low- and  
6        moderate-income households.

7        Limitations/Requirements

8        Revenue must be used for projects which principally (51%) benefit low- and moderate-  
9        income households. Funds may not be used for maintenance and operations.

10       Decision Basis

11       One hundred percent (100%) grants are available primarily to applicants who indicate prior  
12       commitment to project.

13       Current Use in Island County

14       Currently used for three regional social and health service facilities.

15       **Community Economic Revitalization Board (CERB)**

16       Type of Local Government

17       Cities, counties, port districts, and special purpose districts.

18       Source/Purpose

19       Department of Trade and Economic Development revenue available (varies) for low-  
20       interest loans and occasional grants to finance sewer, water, access roads, bridges, etc., for  
21       a specific private sector development.

22       Limitations/Requirements

23       Funding is available only for projects which will result in specific private developments or  
24       expansions in manufacturing and businesses that support the trading of goods and services  
25       outside of the state's borders. Projects must create or retain jobs. The average requirement  
26       is to create one job per \$3,000 of CERB financing.

27       Funding is not available to support retail shopping developments, or projects that would  
28       displace existing jobs in any community in the state or for acquisition of real property.

29       Decision Basis

30       Funds are available by application without matching requirement, although funds will be  
31       available mostly to those applicants that demonstrate prior commitment to the project.  
32       Loan maximum is 10% for up to 20 years.

33       Current Use in Island County

34       The county does not utilize this revenue source.

## **Public Works Trust Fund (PWTF)**

### Type of Local Government

Cities, counties, and special purpose districts.

### Source/Purpose

Department of Community Development revenue available for capital facilities construction (\$36 million annually), emergency planning (varies), and capital improvement planning (\$400,000 annually). Low-interest loans are used for construction projects for bridges, roads, domestic water, sanitary sewer, and storm sewer; emergency planning projects for remedying public works emergencies; and capital planning projects for upgrading planning capabilities.

### Limitations/Requirements

Applicants for construction loans must have a capital facilities plan (CFP) in place, cities and counties must be levying the original 1/4% real estate excise tax, and both construction and emergency planning projects must be for construction or reconstruction of existing capital facilities only. Capital improvement planning projects are limited to planning for streets and utilities.

### Decision Basis

Loans for construction projects are available by application with local matching share generated only from local revenues or state-shared entitlement (gas tax) revenues. Required local share is 10% match for 3% loan, 20% match for 2% loan, and 30% match for 1% loan.

Emergency planning loans are at 5% interest rate. If state or federal disaster funds are received, they must be applied to the loan for the life of the project (20 years). Capital improvement planning loans are at 0% interest rate, but require a 25% local match.

### Current Use in Island County

The county does not currently utilize this revenue source.

## **SINGLE-PURPOSE REVENUE SOURCES**

### **Fire Protection And Emergency Medical Services**

#### **Taxes**

- **FIRE DISTRICT**

- Type of Local Government**

- Cities and counties.

- Source/Purpose**

- Special purpose districts (\$9.15 property tax limit) are usually established when a community's need may be too large for existing governmental resources. Special purpose districts in Washington include fire districts, among others. The special district's tax base, rather than the county's, is used to finance capital facilities, maintenance, and operations.

- Limitations/Requirements**

- Use of tax revenue is restricted to uses related to the purpose for which the special purpose district is created.

- Decision Basis**

- Local government discretion.

- Current Use in Island County**

- There are four independent fire districts in Island County.

#### **Fees And Charges**

- **FIRE IMPACT FEES**

- Type of Local Government**

- Cities and counties, but not fire protection districts.

- Source/Purpose**

- An interim (prior to July 1, 1993) or final (after Dec 31, 1994) charge (authorized by ESHB 2929) paid by new development to pay for its "fair share" of the system (off-site) improvements cost of fire protection and emergency medical services facilities that are required to serve the development.

- Usually collected at the issuance of building permits or certificates of occupancy, fire protection impact fees are charged on the basis of the number of square feet of residential and commercial development. Adjustments must be made to fee calculations to account for fire protection facilities costs that are paid by other sources of revenue, and additional

1 “credits” can be given to developers who contribute land, improvements, or other assets.

2 Impact fees, as authorized by ESHB 2929, do not include any other form of developer  
3 contributions or exactions, such as mitigation or voluntary payments authorized by SEPA  
(State Environmental Policy Act, RCW 43.21C), local improvement districts, or other  
4 special assessment districts, linkage fees, or land donations or fees in lieu of land.

4 Limitations/Requirements

5 Impact fees must be used for capital facilities needed by growth, not for current  
6 deficiencies in levels of service, and cannot be used for operating expenses. Impact fees  
must show a “rational nexus of benefit” between the payer of the fee and the expenditure of  
the fee.

7 Decision Basis

8 Impact fees can be charged at the discretion of local governments per GMA requirements.

9 Current Use in Island County

10 The County does not have fire impact fees. Fire impact fees are only available to fire  
departments that are not part of fire districts.

11 **Service Benefit Charge**

12 Type of Local Government

Fire Districts.

13 Source/Purpose

14 RCW 52.18(1987) authorizes fire districts, with approval of 60% of voters in the District,  
to collect a “benefit charge” for up to six years from residential and business property  
owners. The law provides that the benefit charge “shall be reasonably proportioned to the  
15 benefits received by the property owners resulting from the services afforded by the fire  
district”.

16 The service charge is not related to property value, but is an annual assessment per  
17 residential unit, or commercial, agricultural, and other structure for fire protection services  
provided. Benefit service charge calculations are based on many measurable benefit  
18 criteria, including fire flow, special services, and distance of property from a fire station.

19 A fire district’s Board of Commissioners can impose benefit service charges “... not to  
exceed an amount equal to 60% of its operating budget...”<sup>t</sup> on personal property used in  
20 business and improvements to real property. The service charge can pay for both operating  
and capital costs of each year’s budget up to six years (which includes payment for new  
21 capital facilities and fleet replacement/refurbishment needs).

22 Limitations/Requirements

23 None.



1        Decision Basis

Requires approval of 60% of voters.

2        Current Use in Island County

3        The County does not have fire service benefit charges. Such charges can be assessed only  
4        by fire districts.

5        **Juvenile Justice**

6        **Grants**

7        • FEDERAL/STATE PROGRAM

8            Type of Local Government

State and Local.

9            Source/Purpose

10          Appropriations Bill PL 105-119, passed 11/26/97 (H.R. 2267-14) set up the Juvenile  
11          Accountability Incentive Block Grant (JAIBG) program in which funding would be passed  
12          through the state to local governments to address the growing problem of juvenile crime by  
13          encouraging accountability-based reforms at the state and local levels.

14          Limitations/Requirements

Categories of expenditures are limited to facility construction (up to a certain maximum),  
hiring of additional personnel to expedite administration of the juvenile justice system, and  
for various juvenile programs.

15          Decision Basis

State must be actively considering or will consider within the next year, accountability-  
based reforms. Program parameters still need to be developed.

16          Current Use in Island County

17          This is a very new funding source. Administrative procedures at the state and federal level  
18          still need to be developed.

19        **Libraries**

20        **Taxes**

21        • LIBRARY DISTRICT

22            Type of Local Government

Cities and counties.

Source/Purpose

Special purpose districts (\$9.15 property tax limit) are usually established when a community's need may be too large for existing governmental resources. RCW 27.12.050 and 27.12.150 authorize library special purpose districts with independent taxing authority (\$.50 property tax levy limit without voter approval) to finance capital facilities. The special district's tax base, rather than the county's, is used to finance capital facilities, maintenance, and operations.

Limitations/Requirements

Use of tax revenue is restricted to uses related to the purpose for which the special purpose district is created.

Decision Basis

Local government discretion.

Current Use in Island County

There is an independent County Public Library District.

## **Parks And Recreation**

### **Taxes**

- **PARK AND RECREATION SERVICE AREA (P&RSA)**

Type of Local Government

Cities, counties, and special purpose districts.

Source/Purpose

RCW 36.68.400 authorized junior taxing district (\$0.15 levy limit) which can be initiated by petition signed by at least 10% of the voters residing in the affected area, or by resolution. Counties have statutory powers to create a P&RSA, with approval of 60% of the voters, for the purpose of financing the acquisition, construction, improvement, maintenance, or operations of any park, senior citizen activity center, zoo, aquarium, and recreational facility.

Counties are the governing bodies of P&RSA's, however they can opt to relinquish those powers to cities through interlocal agreements if P&RSA's are centered around incorporated cities.

A P&RSA can generate revenue from either the regular or excess property tax levies, and through general obligation bonds, with voter approval.

Limitations/Requirements

Revenues can be used for park and recreational capital facilities, maintenance, and operations.

1        Decision Basis

2        Local government discretion with voter approval.

3        Current Use in Island County

4        There are no park and recreation service areas in Island County.

5        **Park Districts**

6        Type of Local Government

7        Cities and counties.

8        Source/Purpose

9        Special purpose districts (\$9.15 property tax limit) are usually established when a  
10       community's need may be too large for existing governmental resources. RCW 35.61.210  
11       authorizes metropolitan park districts with independent taxing authority (\$.75 property tax  
12       levy limits with no voter approval). RCW 36.69.145 authorizes park and recreation  
13       districts with independent taxing authority (\$.15 property tax levy limits requiring majority  
14       voter approval).

15       Both types of districts may use all or part of their levy to finance capital facilities. The  
16       special district's tax base, rather than the county's, is used to finance capital facilities,  
17       maintenance, and operations.

18       Limitations/Requirements

19       Use of tax revenue is restricted to uses related to the purpose for which the special purpose  
20       district is created.

21       Decision Basis

22       Voter-approved parks and recreation districts.

23       Current Use in Island County

24       There are two independent park districts in Island County; North Whidbey and South  
25       Whidbey.

26       **Fees And Charges**

27       • USER FEES AND PROGRAM PEES

28       Type of Local Government

29       Cities, counties and special purpose districts.

30       Source/Purpose

31       Fees or charges for using park facilities, or for participating in recreational programs. The  
32       fees often take the form of entrance fees (i.e., some parks, pools, golf courses, etc.) or  
33       registration fees (i.e., league sports, craft classes, instructional programs, etc.)

1        Limitations/Requirements

2        None, unless limits are voluntarily established imposed by the local government when the  
3        fee is established.

4        Decision Basis

5        Local government discretion.

6        Current Use in Island County

7        None.

8        • PARK IMPACT FEES

9        Type of Local Government

10       Cities and counties.

11       Source/Purpose

12       An interim (prior to July 1, 1993) or final (after Dec 31, 1994) charge (authorized by ESHB  
13       2929) paid by new development to pay for its “fair share” of the system (off-site)  
14       improvements cost of parks and recreational facilities that are required to serve the  
15       development.

16       Usually collected at the issuance of building permits or certificates of occupancy, park  
17       impact fees are flat rates charged on the basis of the type of dwelling unit in each type of  
18       residential development. Adjustments must be made to fee calculations to account for  
19       parks and recreational facilities costs that are paid by other sources of revenue, and  
20       additional “credits” can be given to developers who contribute land, improvements, or  
21       other assets.

22       Impact fees, as authorized by ESHB, do not include any other form of developer contribu-  
23       tions or exactions, such as mitigation or voluntary payments authorized by SEPA (State  
24       Environmental Policy Act, RCW 43.21C), local improvement districts, or other special  
25       assessment districts, linkage fees, or land donations or fees in lieu of land.

26       Limitations/Requirements

27       Impact fees must be used for capital facilities needed by growth, not for current  
28       deficiencies in levels of service, and cannot be used for operating expenses. Impact fees  
29       must show a “rational nexus of benefit” between the payer of the fee and the expenditure of  
30       the fee.

Decision Basis

Impact fees can be charged at the discretion of cities and counties per the requirements of ESHB 2929.

Current Use in Island County

The county does not have park impact fees at this time.

## **Grants**

### **• STATE PARKS AND RECREATION COMMISSION GRANTS**

Type of Local Government

Cities and counties.

Source/Purpose

Federal and state grants primarily for parks capital facilities acquisition and construction.

Limitations/Requirements

Specific project applications must be approved by the Parks and Recreation Commission.

Decision Basis

Grant funds available at local government discretion, based on 50% state/50% local matching requirement.

Current Use in Island County

The County does not have any State Parks and Recreation Commission grants at this time.

## **Roads, Bridges, and Mass Transit**

### **Taxes**

#### **• UNINCORPORATED ROAD PROPERTY TAX AND “LID LIFT”**

Type of Local Government

Counties.

Source/Purpose

RCW 84.52 authorizes this tax on the assessed valuation of real property in the unincorporated area. Presently, the maximum rate is \$2.25 per \$1,000 assessed valuation. The \$2.25 maximum rate is in addition to the \$1.80 maximum allowable levy for general county services.

A property tax 106% lid was imposed in 1973. It prohibits a local government from raising its levy more than 6% of the highest amount levied in the last three years (before adjustments for new construction and annexation).

1 The State also authorizes temporary or permanent increases above the 106% lid (up to the  
2 statutory limit), subject to approval by local voters.

3 A temporary “lid lift” requires the following to be specified: proposed levy rate, time  
4 period for which the levy will be in effect, and purpose of the levy increase. When the  
5 limited time period expires, or when the limited purpose is satisfied, whichever comes first,  
6 subsequent levies are computed as if the excess levy had not been approved.

7 A permanent “lid lift” on the other hand, is not required to identify a specific time period or  
8 purpose for the tax revenue. Upon voter approval of a permanent “lid lift”, the new levy  
9 rate is used to compute the limitation for all subsequent levies.

10 Limitations/Requirements

11 None.

12 Decision Basis

13 Board of County Commissioners decision for levy that does not exceed 106% of tax  
14 revenues in past three years. “Lid lifts” (exceeding 106%) require approval by 50% or  
15 more of the voters.

16 Current Use in Island County

17 The 1994 levy is \$0.93310 of a maximum of \$2.25 per \$1,000 assessed valuation. There is  
18 only one component to the county’s road levy. The Road Fund levy is used for operating  
19 costs and capital improvements.

20 • MOTOR VEHICLE FUEL TAX

21 Type of Local Government

22 Cities and counties.

23 Source/Purpose

24 RCW 82.36 authorizes this tax, which is administered by the Department of Licensing, and  
25 paid by gasoline distributors. Cities and counties receive 11.53% and 22.78%,  
26 respectively, of the motor vehicle fuel tax receipts.

27 Limitations/Requirements

28 Revenues must be spent for “highway purposes” including the construction, maintenance,  
29 and operation of city streets, county roads, and state highways.

30 Decision Basis

31 State-shared revenue distributed to cities and counties.

32 Current Use in Island County

33 Used for maintenance and operating costs.

1     •     LOCAL OPTION FUEL TAX

2             Type of Local Government

3             Cities and counties.

4             Source/Purpose

5             The Transportation Improvement Act (ESSB 6358) authorized county-wide (no city levy)  
6             local option tax equivalent to 10% of the statewide Motor Vehicle Fuel Tax and special  
7             fuel tax of 2.3 cents per gallon. Revenues are distributed back to the county and cities  
8             within the county levying the tax on a weighted per capita basis (1.5 for population in  
9             unincorporated areas and 1.0 for population in incorporated areas).

7             Limitations/Requirements

8             Revenues must be spent for “highway purposes” including the construction, maintenance,  
9             and operation of city streets, county roads, and state highways; policing of local roads;  
10            county ferries, and related activities.

10            Decision Basis

11            Local option tax requiring voter approval.

11            Current Use in Island County

12            The county does not have any local option fuel tax at this time.

13     •     COMMERCIAL PARKING TAX

14            Type of Local Government

15            Cities and counties.

16            Source/Purpose

17            ESSB 6358 authorized tax on commercial parking businesses (imposed by counties for  
18            unincorporated areas only and by cities for incorporated areas), based on gross proceeds or  
19            the number of parking stalls, or on the customer, similar to an admissions tax. There are no  
20            set rates, however rate parameters are set forth in the state legislation.

19            Limitations/Requirements

20            Revenues must be spent for “general transportation purposes including highway purposes,  
21            public transportation, high capacity transportation, transportation planning and design; and  
22            other transportation related activities.

21            Decision Basis

22            Local option tax requiring local referendum.

23            Current Use in Island County

24            The county does not have any commercial parking tax at this time.

## **Fees And Charges**

### **• ROAD IMPACT FEES**

#### Type of Local Government

Cities and counties.

#### Source/Purpose

An interim (prior to July 1, 1993) or final (after Dec 31, 1994) charge (authorized by ESHB 2929) paid by new development to pay for its “fair share” of the system (off-site) improvements cost of roads that are required to serve the development.

Usually collected at the issuance of building permits or certificates of occupancy. Road impact fees are flat rates for dwelling units (by type) and square feet of non-residential development. Adjustments must be made to fee calculations to account for road costs that are paid by other sources of revenue, and additional “credits” can be given to developers who contribute land, improvements, or other assets.

Impact fees, as authorized by ESHB, do not include any other form of developer contributions or exactions, such as mitigation or voluntary payments authorized by SEPA (State Environmental Policy Act, RCW 43.21C), local improvement districts or other special assessment districts, linkage fees, or land donations or fees in lieu of land.

#### Limitations/Requirements

Impact fees must be used for capital facilities needed by growth, not for current deficiencies in levels of service, and cannot be used for operating expenses. Impact fees must show a “rational nexus of benefit” between the payer of the fee and the expenditure of the fee.

#### Decision Basis

Impact fees can be charged at the discretion of cities and counties per the requirements of ESHB 2929.

#### Current Use in Island County

The county does not have road impact fees at this time.



1     •   LOCAL OPTION VEHICLE LICENSE FEE

2             Type of Local Government

3             Cities and counties.

4             Source/Purpose

5             ESSB 6358 authorized county-wide (no city levy) local option fee up to \$15 maximum per vehicle registered in the county.

6             Revenues are distributed back to the county and cities within the county levying the tax on a weighted per capita basis (1.5 for population in unincorporated areas and 1.0 for population in incorporated areas).

8             Limitations/Requirements

9             Revenues must be spent for “general transportation purposes” including highway purposes, public transportation, high capacity transportation, transportation planning and design, and other transportation related activities.

11            Decision Basis

12            Local option fee not requiring voter approval.

13            Current Use in Island County

14            Not used in Island County.

14   **Grants**

15     •   NATIONAL HIGHWAY SYSTEM (NHS)

16            Type of Local Government

17            Cities and counties.

17            Source/Purpose

18            WSDOT State Aid Division revenue (\$48.5 million in 1992) available for construction and improvement of the National Highway System (NHS.)

19            Limitations/Requirements

20            Project must be on the Regional Transportation Improvement Program (TIP) list and must be a component of the NHS. The NHS will include all interstate routes, a large percentage of urban and rural principal arterials, the defense strategic highway network, and strategic highway connectors. The NHS must be designated by law by September 30, 1995. In the interim the NHS will consist of highways classified as principal arterials.

1        Decision Basis

2        Entitlement funds are available on a 86.5% Federal/13.5% Local match based on the  
3        highest ranking projects from the Regional TIP list.

4        Current Use in Island County

5        Not used in Island County.

6        • SURFACE TRANSPORTATION PROGRAM

7        Type of Local Government

8        Cities and counties.

9        Source/Purpose

10       WSDOT State Aid Division block grant revenue is available (\$37.0 million in 1992) for  
11       road construction and maintenance; transit capital projects; bridge projects; transportation  
12       planning, research and development; and participation in wetland mitigation and wetland  
13       banking.

14       Limitations/Requirements

15       Projects must be on the Regional Transportation Improvement Program (TIP) list and  
16       compete with projects in the region. Funds must be used for roads that are not functionally  
17       classified as local or rural minor collectors.

18       Decision Basis

19       Entitlement funds are available on an 86.5% federal/13.5% local match based on the  
20       highest ranking projects from the Regional TIP list.

21       Current Use in Island County

22       Used for capital facilities.

23       • FEDERAL AID BRIDGE REPLACEMENT PROGRAM (BR)

24       Type of Local Government

25       Cities and counties.

26       Source/Purpose

27       WSDOT State Aid Division revenue (\$48.4 million in 1992) available on a statewide  
28       priority basis (Bridge Replacement Advisory Committee BRAC) for replacement of  
29       structurally-deficient or functionally-obsolete bridges.

1        Limitations/Requirements

2        Bridge must be on the State of Washington Inventory of Bridges, and the bridge must be  
3        structurally-deficient or functionally-obsolete, and have a federal rating low enough to  
4        qualify.

5        Decision Basis

6        Funds are available with 80% federal/20% local matching requirement.

7        Current Use in Island County

8        Not used in Island County.

9        • FEDERAL AID EMERGENCY RELIEF (ER)

10       Type of Local Government

11       Cities, counties and public agencies.

12       Source/Purpose

13       WSDOT State Aid Division revenue available (\$2 million annually) for restoration of roads  
14       and bridges on the federal aid system which are damaged by extraordinary natural disasters  
15       or catastrophic failures.

16       Limitations/Requirements

17       Local agency declares an emergency and notifies Division of Emergency Management.  
18       Governor declares emergency. Applications are made by WSDOT to FHWA. Local  
19       agencies are notified by WSDOT, and funds are set up based upon Damage Survey Report.  
20       Emergency must be approved by Federal Highway Administrator.

21       Decision Basis

22       Entitlement funds are available on an 83.13% federal/16.87% local matching requirement.

23       Current Use in Island County

24       The county applies for and receives federal aid for emergency relief when disasters are  
25       declared by both the state and federal governments.

26       • URBAN ARTERIAL TRUST ACCOUNT (UATA)

27       Type of Local Government

28       Cities and urban counties.

29       Source/Purpose

30       State Transportation Improvement Board (TIB) revenue available (\$35 million for 1991-93  
31       biennium) for projects to alleviate and prevent traffic congestion.

1        Limitations/Requirements

2        Road should be structurally-deficient, congested by traffic, and have geometric deficiency,  
3        or have accident problems.

4        Decision Basis

5        Entitlement funds are available on an 80% federal/20% local matching requirement (except  
6        10% for roads in rural incorporated cities) and are subject to UATA guidelines.

7        Current Use in Island County

8        Not used in Island County.

9        • TRANSPORTATION IMPROVEMENT ACCOUNT (TIA)

10       Type of Local Government

11       Cities, urban counties, and transportation benefit districts.

12       Source/Purpose

13       State Transportation Improvement Board (TIB) revenue available (\$40 million annually)  
14       for projects to alleviate and prevent traffic congestion caused by economic development or  
15       growth.

16       Limitations/Requirements

17       Project should be multi-agency, multi-modal, congestion-related, related to economic  
18       development activities and partially funded locally.

19       Decision Basis

20       Entitlement funds are available on an 80% federal/20% local matching requirement (except  
21       5% for incorporated cities with populations between 0-500).

22       Current Use in Island County

23       Not used in Island County.

24       • RURAL ARTERIAL PROGRAM

25       Type of Local Government

26       Counties.

27       Source/Purpose

28       County Road Administration Board (CRAB) revenue available (\$14.5 million annually  
29       apportioned to five regions) for projects to improve rural arterial roads.

1        Limitations/Requirements

2        Project must be a county road classified as a major or minor collector in accordance with  
3        Federal Functional classification.

4        Decision Basis

5        Funds are available for projects which are ranked on a regional basis and are based on an  
6        80% RAP/20% local matching requirement.

7        Current Use in Island County

8        Used for capital facilities.

9        • COUNTY ARTERIAL PRESERVATION PROGRAM (CAPP)

10       Type of Local Government

11       Counties.

12       Source/Purpose

13       County Road Administration Board (CRAB) revenue available (\$12 million annually  
14       directly allocated based upon paved arterial lane miles) for projects to improve rural  
15       arterial roads.

16       Limitations/Requirements

17       Project must be for paved arterials, direct preservation work, and roads which are within a  
18       county's pavement management system. Program was implemented in 1990 under  
19       emergency rule; subject to change for 1991 and beyond.

20       Decision Basis

21       Funds are available for projects without county matching requirement.

22       Current Use in Island County

23       Used for capital facilities.

24       **Schools**

25       **Taxes**

26       • SCHOOL DISTRICTS

27       Type of Local Government

28       Cities and counties.

29       Source/Purpose

30       Funding for schools is available from taxes, special levies, and from state-matching

1 support. At present, (1993) state support for schools provides about 60 percent of school  
2 funds, with local funds providing the balance. Total school taxes account for about 57  
percent of the Island County property tax dollar.

3 State assistance is determined in accordance with the matching formula given in RCW  
4 28A.47.803, following computational procedures given in the “School Facilities Development  
Procedures Manual” published by the Superintendent of Public Instruction.

5 Local levies can be of three kinds:

6 1. Maintenance and Operation (M&O)

7 Levies can be had for a maximum of 20% of the school district’s total operating  
budget. They can run for one or two years.

8 2. Bond Levy

9 Limits are related to assessed valuation in the district and usually run for 20 years.

10 3. Capital Projects

11 Levies have no limits, run for up to six years, and are employed when other  
sources have been exhausted.

12 These sources are described in detail in RCW 84.52 “Levy of Taxes” and WAC 392-139  
13 “Finance M&O Levies.

14 Source/Purpose

15 Pursuant to RCW 82.02.020, counties, cities, towns, and other municipal corporations may  
16 enter into voluntary agreements with developers to mitigate a direct impact that has been  
identified as a consequence of a proposed development, subdivision, or plot. Such  
voluntary agreements may provide for a direct payment in lieu of a deduction of bond.

17 Limitations/Requirements

18 All such voluntary agreements are subject to the following.

19 The payment shall be held in a reserve account and may only be expended to fund a capital  
improvement agreed upon by the parties to mitigate the identified, direct impact.

20 The payment shall be expended in all cases within five years of collection.

21 Any payment not so expended shall be refunded with interest at the rate applied to  
22 judgments to the property owners of record at the time of the refund. However, if the  
23 payment is not expended within five years due to delay attributable to the developer, the  
payment shall be refunded without interest.

1     •     SCHOOL IMPACT FEES

2             Type of Local Government

Cities and counties.

3             Source/Purpose

4             An interim (prior to July 1, 1993) or final (Dec 31, 1994) charge (authorized by ESHB  
5             2929) paid by new development to pay for its “fair share” of the system (off-site)  
improvement cost of roads that are required to serve the development.

6             Usually collected at the issuance of building permits or certificates of occupancy. School  
7             impact fees are flat rates for dwelling units (by type) and square feet of non-residential  
8             development. Adjustments must be made to fee calculations to account for school costs  
that are paid by other sources of revenue, and additional “credits” can be given to  
9             developers who contribute land, improvements, or other assets.

10            Impact fees, as authorized by ESHB, do not include any other form of developer  
11            contributions or exactions, such as mitigation or voluntary payments authorized by SEPA  
(State Environmental Policy Act, RCW 43.21C), local improvement districts or other  
12            special assessment districts, linkage fees, or land donations or fees in lieu of land.

13            Limitations/Requirements

14            Impact fees must be used for capital facilities needed by growth, not for current  
15            deficiencies in levels of service, and cannot be used for operating expenses. Impact fees  
16            must show a “rational nexus of benefit” between the payer of the fee and the expenditure of  
the fee.

17            Decision Basis

18            Impact fees can be charged at the discretion of cities and counties per the requirements of  
19            ESHB 2929.

20            Current Use in Island County

21            The county does not have school impact fees at this time.

22     •     VOLUNTARY CONTRIBUTIONS

23             Type of Local Government

Cities, counties and other municipal corporations.

1        Decision Basis

2        Voluntary agreements may be used as a means of providing adequate public school  
3        facilities under RCW 58.17.

4        Current Use in Island County

5        Island County has amended its subdivision and short subdivision statutes as required by  
6        RCW 58.17. A finding of adequacy of school facilities is required as part of the  
7        development approval process. Currently the Stanwood/Camano School District is  
8        exercising its options under RCW 82.02.020 and RCW 58.17.

9        **Sewer**

10       **Taxes**

11       • SEWER DISTRICTS

12       Type of Local Government

13       Cities and counties.

14       Source/Purpose

15       Special purpose districts (\$9.15 property tax limit) are usually established when a  
16       community's need may be too large for existing governmental resources. RCW 56.16  
17       authorizes sewer special purpose districts with independent taxing authority (\$.50 property  
18       tax levy limit without voter approval) to finance capital facilities. The special district's tax  
19       base, rather than the county's, is used to finance capital facilities, maintenance, and  
20       operations.

21       Limitations/Requirements

22       Use of tax revenue is restricted to uses related to the purpose for which the special purpose  
23       district is created.

24       Decision Basis

25       Local government discretion.

26       Current Use in Island County

27       There is one independent sewer service provider in Island County.



## **Fees And Charges**

### **• USER FEES**

#### Type of Local Government

Cities, counties, and special purpose utility districts.

#### Source/Purpose

State-authorized rate charged to generators of wastewater. Some fees are based on the amount of potable water consumed, on the assumption there is a correlation between water consumption and wastewater generation. Other sewer utilities charge a flat fee per account.

#### Limitations/Requirements

Fee revenues may be used for capital facilities, as well as operating and maintenance costs.

#### Decision Basis

Local discretion.

#### Current Use in Island County

Used for maintenance, operating costs, debt service and capital facilities. System development charges/connection fees are also rolled into this estimated revenue.

## **Grants**

### **• CENTENNIAL CLEAN WATER FUND (CCWF)**

#### Type of Local Government

Cities/towns, counties, conservation districts, water/sewer districts, and Indian tribes.

#### Source/Purpose

State grants and loans (\$45 million annually) administered by the Department of Ecology for the design, acquisition, construction, and improvement of water pollution control (WPC) facilities, and related activities to meet state and federal WPC requirements and protect water quality.

#### Limitations/Requirements

Use of funds limited to planning, design, and construction of WPCF's, stormwater management, ground water protection, and related projects.

#### Decision Basis

State grants and loans available based on 50%-25% local matching share range.

1        Current Use in Island County

2        The Island County septage treatment system was funded in part by a \$753,600 CCWF  
3        grant.

4        • STATE REVOLVING FUND (SRF)

5        Type of Local Government

6        Cities/towns, counties, conservation districts, water/sewer districts, and Indian tribes.

7        Source/Purpose

8        State low interest loans and loan guarantees administered by the Department of Ecology for  
9        water pollution control projects.

10       Limitations/Requirements

11       Applicants must show water quality need, have a facilities plan for treatment works, show  
12       the ability to repay a loan through a dedicated source of funding, and conform to other state  
13       and federal WPC requirements. Funds must be used for construction of WPCF's (i.e.,  
14       secondary treatment, stormwater management, etc.) and other related WPC projects.

15       Decision Basis

16       State loans available at local discretion, based on committed, dedicated funding available  
17       for loan repayment.

18       Current Use in Island County

19       This fund is currently used, but no funds are available for capital improvement.

20       **Solid Waste**

21       **Taxes**

22       • SOLID WASTE COLLECTION DISTRICTS

23       Type of Local Government

24       Counties; cities cannot impose solid waste collection districts, but counties can impose a  
25       district in a city with the city's approval.

26       Source/Purpose

27       RCW 36.58.040 authorized solid waste collection district garbage and refuse collection  
28       fees for the mandatory collection of solid waste. The fees can be used for the capital costs  
29       of collection (i.e., vehicles) as well as for operating expenses.

30       Limitations/Requirements

31       A solid waste collection district may only be established after approval of a coordinated,

comprehensive solid waste management plan adopted pursuant to Chapter 134, Laws of ex. sess. and Chapter 70.95 RCW or pursuant to another solid waste management plan adopted prior to May 21, 1971 or within one year thereafter.

A solid waste collection district cannot be established in an area within the county boundaries unless the county legislative authority, after conducting a public hearing regarding the formation of such a district, determines from the hearing that mandatory solid waste collection is in the public interest and necessary for the preservation of public health. Such a determination requires that the utilities and transportation commission investigate and make a finding as to the ability and willingness of existing garbage and refuse collection companies servicing the area to provide the required service.

The county cannot provide service in any portion of the area found by the utilities and transportation commission to be receiving adequate service from an existing certificated carrier unless the county acquires the rights of that carrier by purchase or condemnation.

If any certified garbage and refuse collection company which operates in any solid waste collection district fails to collect any fees due and payable to it for garbage and refuse collection services, that company may request the county to collect the fees. The county shall pay one-half of the fees actually collected to the garbage and refuse collection company entitled to receive such fees and shall deposit the remaining one-half in the county General Fund.

#### Decision Basis

Local government discretion upon determination that mandatory solid waste collection is in the public interest and necessary for the preservation of public health.

#### Current Use in Island County

There are no solid waste collection districts in Island County.

### • SOLID WASTE DISPOSAL DISTRICTS

#### Type of Local Government

Counties with less than 1,000,000 population. Cities cannot impose solid waste disposal districts, but counties can impose a district in a city with the city's approval.

#### Source/Purpose

RCW 36.58.130 authorizes solid waste disposal district disposal fees based exclusively upon utilization by weight or volume (i.e., tipping fees).

RCW 36.58.140 authorizes a solid waste disposal district excise tax on the privilege of living in or operating a business in a solid waste disposal taxing district. RCW 36.58.150 authorizes a solid waste disposal district to levy a tax, in excess of the one percent

1 limitation, upon the property within the district for a one year period to be used for  
2 operating or capital purposes.

3 RCW 36.58.150 authorizes a solid waste disposal district to issue general obligation bonds  
4 for capital purposes, subject to the limitations prescribed in RCW 39.36.020(1).

5 RCW 36.58.150 authorizes a solid waste disposal district to issue revenue bonds to fund its  
6 activities. Such revenue bonds may be in any form, including bearer bonds or registered  
7 bonds as provided in RCW 39.46.030.

8 Limitations/Requirements

9 All these revenues must be used exclusively for district purposes. These revenues can be  
10 used for all aspects of the disposing of solid wastes, but they cannot be used for the  
11 collection of residential or commercial garbage.

12 Some of these revenues have additional limitations:

13 General obligation bonds can only be used for capital purposes.

14 For counties and cities within those counties that “opt in”, the excess levy and general  
15 obligation bonds must be voter-approved.

16 Decision Basis

17 RCW 36.130, Disposal Fees: Local government discretion.

18 RCW 36.58.140, Excise Tax: Local government discretion.

19 RCW 36.58.150, Excess Levy: Local government discretion with voter approval.

20 RCW 36.58.150, General Obligation Bonds: Local government discretion with voter  
21 approval.

22 RCW 36.58.150, Revenue Bonds: Local government discretion.

23 Current Use in Island County

24 There are no solid waste disposal districts in Island County.

## **Fees And Charges**

### **• USER FEES OR TIPPING FEES**

#### Type of Local Government

Cities and counties.

#### Source/Purpose

A rate, usually per ton or cubic yard of solid waste delivered to the disposal facility (i.e., landfill, resource recovery site, etc.).

#### Limitations/Requirements

User or tipping fees may be used for capital facilities, as well as maintenance and operating expenses.

#### Decision Basis

Local government decision.

#### Current Use in Island County

Solid Waste revenue from tipping fees is for operating and capital purposes.

## **Grants**

### **• DEPARTMENT OF ECOLOGY**

#### Type of Local Government

Cities and counties.

#### Source/Purpose

Grants by state to local governments for a variety of programs related to solid waste, including remedial action grants to assist with local hazardous waste sites, moderate risk/hazardous waste implementation grants to manage local hazardous waste, and food and yard waste composting grants. Several grants are administered together under the umbrella Coordinated Prevention Grant (CPG) program.

#### Limitations/Requirements

Some grants are for programs, others allow some capital costs (i.e., remediation of existing hazardous waste sites).

#### Decision Basis

State agency grant.

1        Current Use in Island County

2        The county currently contracts for landfill services. Island County currently receives  
3        Coordinated Prevention Grant funds.

4        **Stormwater**

5        **Taxes**

6        • **FLOOD CONTROL SPECIAL PURPOSE DISTRICT**

7        Type of Local Government

8        Cities and counties.

9        Source/Purpose

10       Special purpose districts (\$9.15 property tax limit) are usually established when a  
11       community's need may be too large for existing governmental resources. RCW 86.15.160  
12       authorizes flood control special purpose districts with independent taxing authority (\$.50  
13       property tax levy limit without voter approval) to finance capital facilities. In addition, the  
14       district can, with voter approval, use an excess levy to pay for general obligation debt. The  
15       special district's tax base, rather than the county's, is used to finance capital facilities,  
16       maintenance, and operations.

17       Limitations/Requirements

18       Use of tax revenue is restricted to uses related to the purpose for which the special purpose  
19       district is created. The levy can be pledged for bond repayment, and excess levies can be  
20       used for additional bonds.

21       Decision Basis

22       Local government discretion.

23       Current Use in Island County

24       The county does not have any flood control special districts at this time.

25       **Fees And Charges**

26       • **STORM DRAIN UTILITY FEE**

27       Type of Local Government

28       Cities and counties.

29       Source/Purpose

30       State-authorized fee, usually a flat rate per month charge per residential equivalency.  
31       Residential equivalencies are based on an average amount of impervious surface.

Commercial property is assessed a rate based on a fixed number of residential equivalents.

Limitations/Requirements

None.

Decision Basis

Local discretion.

Current Use in Island County

Not used in Island County.

## Grants

- FLOOD CONTROL ASSISTANCE ACCOUNT PROGRAM (FCAAP) GRANT

Type of Local Government

City/towns, counties and special districts.

Source/Purpose

Established pursuant to RCW 86.26 and directs the Department of Ecology (DOE) to administer all flood control laws and therefore, FCAAP grants/funds. The purpose is to establish a state and local participating flood control maintenance policy.

Limitations/Requirements

WAC explains FCAAP requirements. FCAAP funds may be granted to cover 75% of the cost to prepare a county Comprehensive Flood Control Management Plan (CFCMP). FCAAP funding for any project, except emergency, shall not exceed 50% of the total project cost including planning and design.

Decision Basis

Criteria used by DOE to consider priority of allocation of FCAAP funds are described in WAC.

Current Use in Island County

Grant to prepare CFCMP. Has been used on road maintenance projects to repair damage due to flooding or erosion of bluffs by wave action.

## **Water**

### **Taxes**

#### **• WATER DISTRICTS**

##### Type of Local Government

Cities and counties.

##### Source/Purpose

Special purpose districts (\$9.15 property tax limit) are usually established when a community's need may be too large for existing governmental resources.

RCW 57.20.100 authorizes water special purpose districts with independent taxing authority (\$.50 property tax levy limit without voter approval) to finance capital facilities. The special districts' tax base, rather than the county's, is used to finance capital facilities, maintenance, and operations.

##### Limitations/Requirements

Use of tax revenue is restricted to uses related to the purpose for which the special purpose district is created.

##### Decision Basis

Local government discretion.

##### Current Use in Island County

There are approximately 715 independent water providers in Island County.

### **Fees And Charges**

#### **• USER FEES**

##### Type of Local Government

Cities, counties, and special-purpose utility districts.

##### Sources/Purpose

State-authorized rate charge to each residential and commercial consumer, usually based on per volume of water used.

##### Limitations/Requirements

Revenue may be used for capital facilities, as well as operating and maintenance costs.

##### Decision Basis

Local government discretion.



1        Current Use in Island County

2        The county does not have any programs or capital costs.

3        • FARMERS HOME ADMINISTRATION (FHA)

4        Type of Local Government

5        Cities, counties, special purpose utility districts, and Indian tribes.

6        Source/Purpose

7        Federal funding available (i. e., grants/loans, loan guarantees) for water projects for rural residential users.

8        Limitations/Requirements

9        Funds must be used for capital facilities construction and related costs (including engineering and legal), for projects which serve rural residents in towns less than 10,000 and for open space areas.

10       Decision Basis

11       Federal loans available within a 45%-25% local matching range.

12       Current Use in Island County

13       The county does not have any eligible programs.

14       **Grants**

15       • DEPARTMENT OF HEALTH (DOH)

16       Type of Local Government

17       Cities, counties, special purpose utility districts, and Indian tribes.

18       Source/Purpose

19       State grants available for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grant funds can be used for technical assistance for upgrading current water systems.

20       Limitations/Requirements

21       Funding priorities are determined through intergovernmental review.

22       Decision Basis

23       State grants are available, based on a 40% state/60% local matching requirement.

24       Current Use in Island County

      Not currently used.

## **APPENDIX C. MAPS**

Island County Fire Districts and Stations

Island County Non-County Parks

Island County Port Districts

Island County School Districts

Island County Sewage Treatment Facilities

Island County Water Districts